



ANNUAL REPORT

2021



COLORADO

CHTC

HUMAN TRAFFICKING COUNCIL

Colorado Human Trafficking Council

2021 Annual Report

Report to the Judiciary Committees of the House of Representatives and the Senate,
pursuant to C.R.S. § 18-3-505



Colorado Human Trafficking Council

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Table of Contents

Acknowledgements.....	v
Colorado Human Trafficking Council Membership.....	vii
Former Council Members.....	ix
Advisory Committees.....	x
Division of Criminal Justice Staff.....	xii
List of Acronyms and Abbreviations.....	xii
Executive Summary... ..	1
SECTION 1 Year in Review	9
2021 Colorado Legislative Activities	10
Innovate Colorado Project.....	12
Leadership.....	18
Conclusion	19
SECTION 2 Collecting Data on Human Trafficking in Colorado	21
Law Enforcement Measures of Incidence and Activities to Combat Human Trafficking.....	22
Role of Victim Service Providers in Identifying and Responding to Human Trafficking.....	38
Identifying Human Trafficking of Children/Youth by State and County Departments of Human Services.....	43
Human Trafficking Hotline Information.....	58
Colorado Data Collection Summary.....	60
SECTION 3 Public Awareness and Outreach Campaign.....	63
Phase One Campaign Results	64
Phase Two Campaign Planning and Strategy	68
Research: Victim/Survivor Content Development.....	72
Phase Two Campaign Creative and Implementation	74
SECTION 4 Human Trafficking Training Outcomes	81
Continuing to Train in a Pandemic	82
Closing Out the <i>Innovate Colorado</i> Project	86
Moving Forward: Training Goals in 2022	86
SECTION 5 Taking a Deeper Look at Survivor Engagement.....	89
Summary of Recommendations.....	89
Introduction	90
Desk Review of Current Literature on Survivor Engagement	91

Operational Definitions	93
Interviews with Human Trafficking Lived-Experience Experts.....	93
Recommendations.....	95
SECTION 6 Intersections of Equitable Access and Human Trafficking	103
Summary of Recommendations.....	103
Introduction	104
Regional Navigators as One-Stop Shops.....	106
Expanding Access to Current Programs	108
SECTION 7 Addressing Barriers Caused by Criminal Records.....	113
Summary of Recommendations.....	113
Introduction	115
Criminal Record Relief.....	116
The Survivor Reentry Project	117
State Report Cards Framework.....	118
Recommendations.....	119
Recommendations on Range of Relief and Offenses Covered.....	122
Crime Victims' Rights	127
SECTION 8 References.....	129
SECTION 9 Appendices.....	137

Acknowledgements

The Colorado Human Trafficking Council is grateful to members who served on the Council in 2021 for the monumental steps they took in the fight against human trafficking. The Council continues its work on identifying the nuances and preventing the crime of human trafficking, protecting our communities, and prosecuting those committing these crimes. The Council was able to create and foster a unique space in which experts with lived experience in human trafficking, state agencies, victim service providers, community-based and regional anti-human trafficking organizations can collaborate on the subject of human trafficking. Through efforts such as public education, formal training, identification and improvement of services for victims, advocating for legal reforms, and increasing public awareness, a number of tasks were accomplished and recommendations prepared in the interest of victims and survivors of human trafficking. In this report, we strive to honor and reflect on the Council's groundbreaking work which would not have been possible without the tremendous contributions made by the 35 individuals who prepare for, attend, and participate in the monthly meetings.

This year, four Council members resigned from the Council: Vice-Chair Jill Brogdon, Jessa Crisp, Cassandra Gonzalez, and Elise Rahn. The Council would like to take this opportunity to thank these members for the incredible contributions they have made to the Council and to the anti-human trafficking field in general. THANK YOU!

The Council is thankful to our Chair, Christian Gardner-Wood and Vice-Chair, Jill Brogdon for their strong and thoughtful leadership throughout 2021. Their steadfast leadership got the Council through a year full of virtual meetings without missing a beat. The Council would also like to thank the task force chairs. The Council recognizes the efforts of Caleb Stewart and Mary Landerholm in chairing the Criminal Justice Task Force, Nhu-Minh Le and Hava Simmons for chairing the Equitable Access Task Force, and Jessa Crisp and Tom Acker in chairing the Survivor Engagement Task Force.

The Council would like to extend its deepest gratitude to the Orange Circle Consulting Team: Tonya Peters, Holly Kurtz, Jill Lohmiller, Joy Meadows, Monica Stratchan, and Lisa Wright, for their tireless contributions to a successful public awareness campaign.

An excellent retreat was organized by the Council Chairs and DCJ staff in January 2021, which assisted in setting the tone for the 2021 year, and the Council thanks the Division of Criminal

Justice staff Maria Trujillo, Camerron Resener, Alexandra Woods, and Alexandra Holloway for their efforts in researching, authoring, and publishing this report.

Finally, the Council would like to express its deepest gratitude to every survivor who has worked publicly and behind the scenes to ensure that survivors' voices are valued and heard in federal, state, local, and tribal efforts to combat human trafficking. Without their insights, expertise, and experience, the work of the Council would not be possible.

Colorado Human Trafficking Council Membership

The composition of the Council members is set forth in C.R.S. § 18-3-505(1)(b)

Christian Gardner-Wood (Chair)

20th Judicial District Attorney's Office
Rep. of a statewide organization of district attorneys

Jill Brogdon (Vice Chair)

Lived Experience Expert

Dr. Thomas Acker

Western Slope Against Trafficking
Rep. of a regional or city-wide human trafficking task force or coalition

Kelsey Antun

Urban Peak
Rep. of an organization that provides direct services to victims of human trafficking

Chief James Baird

Breckenridge Police Department
Rep. of a statewide organization of police chiefs

Mollie Bradlee

Office of Children Youth and Families,
Colorado Department of Human Services
Rep. from Department of Human Services

Jessa Dillow Crisp

BridgeHope, *Co-Founder and CEO*

Matthew Dodson

Archuleta County Department of Human Services
Dir. of a rural county dept. of social services

Janet Drake

Office of the Attorney General, Colorado
Department of Law
Rep. of the department of law

Amanda Finger

Colorado Network to End Human Trafficking
Rep. of a regional or city-wide human trafficking task force or coalition

Diana Goldberg

SungateKids
Rep. of a child advocacy center

Dr. Cassandra Gonzalez

University of Colorado, Boulder
Rep. of a college or university department that conducts research on Human Trafficking

Tristan Gorman

Colorado Criminal Defense Bar
Rep. of a statewide organization of criminal defense attorneys

Katie Griego

Adams County Human Services
Department
Director of an urban county department of social services

Jenna Harper

Colorado Coalition Against Sexual Assault
Statewide coalition for victims of sexual assault

Sterling Harris

Colorado Organization for Victim Assistance
Rep. of a statewide organization that provides services to crime victims

Chris Henderson

Office of the Child’s Representative
Rep. of a statewide organization that provides legal advocacy to abused, neglected, and at-risk children

Mona Petrocco Klein

Alliance to Combat Human Trafficking – Pueblo
Rep. of a regional or city-wide human trafficking task force or coalition

Mary Landerholm

Collective Solutions Consulting, LLC

Rebekah Layton

Survivor Representative: Subject Matter Expert/Consultant

Nhu-Minh Le

Asian Pacific Development Center
Rep. of an organization that provides direct services to victims of human trafficking

Major Mark Mason

Office of Children, Youth & Families, CDHS
Criminal Investigations, Colorado State Patrol
Rep. of Colorado State Patrol

Patricia Medige

Colorado Legal Services
Rep. of a statewide immigrant rights organization

Jo-Ann O’Neil

Human Trafficking Task Force of Southern Colorado
Rep. of a regional or city-wide human trafficking task force or coalition

Amy Pohl

Project Safeguard
Rep. of a statewide coalition that represents domestic violence organizations

Elise Rahn

Denver Anti-Trafficking Alliance
Rep. of a regional/city-wide human trafficking task force or coalition

Steven Ramirez

Shiloh House
Rep. of a nonprofit organization that facilitates the treatment or housing of human trafficking victims

Fikile Ryder

Catholic Charities Diocese of Pueblo
Rep. of a faith-based organization that assists victims of human trafficking

Meghan Saleebey

19th Judicial District
Rep. of the judicial branch

Tammy Schneiderman

Division of Youth Services, CDHS
Rep. from the Department of Human Services

Hava Simmons

Larimer County Department of Human Services
Rep. of a person who provides child welfare services for a county department of social services

Sheriff Anthony Spurlock

Douglas County Sheriff’s Office
Rep. of a statewide association of county sheriffs

Caleb Stewart

Rocky Mountain Immigrant Advocacy Network

Rep. of an individual who has extensive professional experience advocating for victims of labor trafficking

Sherman Swafford

Colorado Department of Labor and Employment

Rep. from the State Department of Labor and Employment

Cathie Swanson

Department of Agriculture

Rep. of an appointed individual from the Department of Agriculture

Former Council Members

Resignations in 2021

Jill Brogdon (Vice-Chair)

Lived Experience Expert

Jessa Crisp

BridgeHope, Co-Founder and CEO

Dr. Cassandra Gonzalez

University of Colorado, Boulder

Rep. of a college or university department that conducts research on Human Trafficking

Elise Rahn

Denver Anti-Trafficking Alliance

Rep. of a regional/city-wide human trafficking task force or coalition

Advisory Committees

Criminal Justice Task Force

Name	Affiliation
Mary Landerholm (Co-Chair)	Collective Solutions Consulting
Caleb Stewart (Co-Chair)	Rocky Mountain Immigrant Advocacy Network
Aims Babich	Consultant
Jim Baird	Breckenridge Police Department
Mollie Bradlee	Colorado Department of Human Services
Alison Connaughty	Special Prosecution Unit, Colorado Attorney General
Janet Drake	Colorado Attorney General's Office
Tristan Gorman	Colorado Criminal Defense Bar
Valerie Hansen	Division of Youth Services, Colorado Department of Human Services
Sterling Harris	Colorado Organization for Victim Assistance
Chris Henderson	Office of the Child's Representative
Rebekah Layton	Survivor Leader: Subject Matter Expert/ Consultant
Mark Mason	Colorado State Patrol
Pat Medige	Colorado Legal Services
Jo-Ann O'Neil	Human Trafficking Task Force of Southern Colorado
Laura Peniche	Colorado Immigrant Rights Coalition (CIRC)
Meghan Saleebey	19 th Judicial District
Tony Spurlock	Douglas County Sheriff's Office

Equitable Access Task Force

Name	Affiliation
Nhu-Minh Le (Co-Chair)	Asian Pacific Development Center
Hava Simmons (Co-Chair)	Larimer County Department of Human Services
Larrisa Alire	Colorado Law
Kelsey Antun	Urban Peak
Jill Brogdon	Lived Experience Expert
Julia Dawson	Division of Youth Services, Colorado Department of Human Services
Amanda Finger	Colorado Network to End Human Trafficking
Katie Griego	Adams County Department of Human Services
Missy Gursky	MAC Counseling and Consulting
Maria Martín	Street's Hope / Voluntad
Christopher Rogers	Lived Experience Leader
Sherman Swafford	Colorado Department of Labor and Employment
Cathie Swanson	Colorado Department of Agriculture

Survivor Engagement Task Force

Name	Affiliation
Tom Acker (Co-Chair)	Colorado Mesa University
Jessa Crisp (Co-Chair)	BridgeHope
Christian Gardner-Wood	20 th District Attorney's Office
Jenna Harper	Colorado Coalition Against Sexual Assault
Mona Petrocco Klein	Alliance to Combat Human Trafficking - Pueblo
Amy Pohl	Project Safeguard
Fikile Ryder	Catholic Charities of Colorado Dept of Public Safety

Public Awareness Working Group

Name	Affiliation
Jill Brogdon	Lived Experience Expert
Jessa Crisp	BridgeHope
Matthew Dodson	Archuleta County Department of Human Services
Diana Goldberg	SungateKids
Patricia Medige	Colorado Legal Services
Mona Petrocco Klein	Alliance to Combat Human Trafficking - Pueblo
Steven Ramirez	Shiloh House
Elise Rahn	Denver Anti-Trafficking Alliance
Tammy Schneiderman	Division of Youth Services, Colorado Department of Human Services
Cathie Swanson	Colorado Department of Agriculture

Division of Criminal Justice Staff

Name	Role
Joe Thome	Division of Criminal Justice, Director
Debbie Oldenettel	Division of Criminal Justice, Deputy Director
Kelly Kissell	Office for Victims Programs, Manager
Maria Trujillo	Human Trafficking Program Manager
Alexandra Woods	Human Trafficking Program Coordinator
Camerron Resener	Human Trafficking Training Coordinator
Alexandra Holloway	Human Trafficking Program Assistant

List of Acronyms and Abbreviations

APDC	Asian Pacific Development Center
BIPOC	Black, Indigenous, and People of Color
CBI	Colorado Bureau of Investigation (state)
CCR	Code of Colorado Regulations
CDHS	Colorado Department of Human Services (state)
CDPS	Colorado Department of Public Safety (state)
CEHTTF	Child Exploitation and Human Trafficking Task Force (federal)
CJASS	Colorado Justice Analytics Support System
CJTF	Criminal Justice Task Force
CoNEHT	Colorado Network to End Human Trafficking (state)
The Council	Colorado Human Trafficking Council
COVID-19	COVID-19 Pandemic
C.R.S.	Colorado Revised Statutes
CSP	Colorado State Patrol
CSU	Colorado State University
CTOCC	Colorado Trafficking and Organized Crime Coalition
CVS	Crime Victims Services Funds (state)
CY	Calendar Year
DA	District Attorney
DATA	Denver Anti-Trafficking Alliance
DCJ	Division of Criminal Justice (state)
DCW	Division of Child Welfare
DHS	Department of Human Services
DIA	Denver International Airport
DOJ	Department of Justice (federal)
DPD	Denver Police Department
DYS	Division of Youth Services
EATF	Equitable Access Task Force
ECM	Enhanced Collaborative Model
FAQ	Frequently Asked Questions
FAR	Family Assessment Response
FBI	Federal Bureau of Investigation (federal)
Family First	Family First Prevention Services Act
FFY	Federal Fiscal Year
HB	House Bill
HSI	Homeland Security Investigations (federal)
HRV Tool	Colorado High-Risk Victim Identification Tool
HT	Human Trafficking
HTCBC	Human Trafficking Capacity Building Center
ICON	Integrated Colorado Online Network
LCHT	Laboratory to Combat Human Trafficking
LGBTQI+	Lesbian, Gay, Bisexual, Transgender, Queer, Intersex
LT	Labor Trafficking
MDT	Multi-Disciplinary Team
NAC	National Advisory Committee
NGA	National Governor’s Association

NHTH	National Human Trafficking Hotline (federally funded)
Orange Circle	Orange Circle Consulting
OTIP	Office on Trafficking in Persons (federal)
OTT	Over-the-top streaming digital services
OVC	Office for Victims of Crime (federal)
PAWG	Public Awareness Working Group
PA4	Program Area 4 (Program for Youth in Conflict)
PEAK	Program Eligibility and Application Kit
QRTP	Qualified Residential Treatment Program
RED	Review, Evaluate and Direct
RHTS	Regional Human Trafficking Specialist
RMILTF	Rocky Mountain Innocence Lost Task Force
RTD	Regional Transportation District
SB	Senate Bill
SETF	Survivor Engagement Task Force
SNAP	Supplemental Nutrition Assistance Program
ST	Sex Trafficking
SWRC	Social Work Research Center
TANF	Temporary Assistance for Needy Families
TRAILS	Colorado Child Welfare Training System
TRIP	Trafficking Response and Intervention Program
TTT	Train-the-Trainer
U Visa	Non-Immigrant Status
UCR	Uniform Crime Reporting
UPTF	Underserved Populations Task Force
USAO	United States Attorney's Office
U.S.C.	U.S. Code
VCAC	Violent Crimes Against Children (federal)
VOCA	Victims of Crime Act (federal)
VRA	Colorado Victim Rights Act



Executive Summary

In 2021, the Colorado Human Trafficking Council (the Council) worked to fulfill its legislative mandates and address human trafficking across the state. In January, the Council held a two-day retreat virtually due to the ongoing COVID-19 risks. At the retreat, Council members determined the scope of their work for the year, which resulted in the formation of four advisory committees: the Criminal Justice Task Force (CJTF), the Equitable Access Task Force (EATF) (formerly the Underserved Populations Task Force), the Survivor Engagement Task Force (SETF), and the Public Awareness Working Group (PAWG).

In 2021, the Council's advisory committees completed work in the following areas:

- Providing continued input and feedback into implementation of the ongoing statewide public awareness campaign, *This Is Human Trafficking*.
- Developing recommendations related to protections and approaches to improving equitable access of services for survivors of human trafficking.
- Developing recommendations related to criminal record relief for survivors of human trafficking.
- Developing recommendations for promising practices that would continue to highlight survivor voices in the Council's work.

Data Collection on Human Trafficking in Colorado

The Council reports on the incidence of human trafficking in the state by obtaining and analyzing data from various stakeholders over a three-year period (2018–2020). This section of the annual report includes federal, state and local law enforcement data; judicial case information; data on service provision from the Office for Victims of Crime (OVC)-funded service providers; data from the Division of Child Welfare and Division of Youth Services; and reports from the National Human Trafficking Hotline (NHTH) and Colorado’s Human Trafficking Hotline.

The Council identified the following developments and trends based on its data collection efforts that cover the time period of calendar year¹ (CY) 2018-2020:

- The FBI’s Child Exploitation and Human Trafficking Task Force (CEHTTF) opened 32 investigations in Colorado in federal fiscal year (FFY) 2020, 31 of which were for sex trafficking and 1 of which was for labor trafficking.
- The Denver Anti-Trafficking Alliance’s (DATA) Enhanced Collaborative Model (ECM) grant implemented its first full year of work, with funding facilitated through the Denver District Attorney’s (DA) Office as the lead law enforcement agency and the Asian Pacific Development Center as the lead victim services organization. In total, the Denver DA’s Office filed 25 cases, and the Denver Police Department had 68 active investigations during FFY 2020.
- In CY 2020, the majority of filings in Colorado courts were for human trafficking for sexual servitude² and human trafficking for sexual servitude of a minor.³
- The Denver DA’s Office reported its first conviction of human trafficking for involuntary servitude,⁴ commonly referred to as labor trafficking.
- In 2020, there were no strong trends for the type of trafficking clients served by service providers. Two OVC-funded service providers reported serving slightly more

¹ National reporting captures the federal fiscal year (October through September), while Colorado law enforcement data reflect the calendar year (January through December). This difference is noted throughout the report by using “FFY” for federal fiscal year or “CY” for calendar year.

² C.R.S. § 18-3-504

³ C.R.S. § 18-3-504(2)

⁴ C.R.S. § 18-3-503

sex trafficking than labor trafficking survivors. One OVC grantee reported serving more labor trafficking clients than sex trafficking clients. This result is a departure from previous years, in which service providers reported serving more labor trafficking clients than sex trafficking clients.

- Out of the 89 children/youth assessments conducted in 2020 by county child welfare departments, 10 % (nine total) of assessments with at least one allegation of sex trafficking were determined to be founded.

Public Awareness and Outreach Campaign

In 2021, the PAWG continued to provide guidance and oversight for the Council's statewide public awareness campaign, *This Is Human Trafficking*, in conjunction with the campaign's communications consulting firm, Orange Circle Consulting (Orange Circle). The primary activities of the PAWG in 2021 included: reviewing the mid-campaign evaluation results from phase one, advising on campaign tactics for phase two and providing direction for the content development of two new lived-experience narratives.

The PAWG reviewed a few different metrics in order to develop an understanding of phase one of the campaign. These included: paid media and website analytics; earned media data; hotline data and results from an online survey from a representative sample of the population in Colorado. The findings indicated that phase one of the campaign had extensive reach. Phase one findings included:

- 43.5 million paid media impressions.
- 57,000 visitors to the campaign website [ThisIsHumanTrafficking.com](https://www.thisishumantrafficking.com).
- Over 100 earned media placements and exclusive stories aired by KUSA 9News and Colorado Public Radio.
- An increase in calls, texts and tips to Colorado's Human Trafficking Hotline.
- Almost one fourth of online survey respondents indicating familiarity with the public awareness campaign materials when shown a campaign ad.

For phase two of the campaign, the PAWG provided guidance to Orange Circle with a specific focus on developing strategic and targeted outreach efforts for the campaign. Initiatives

included translating campaign materials into Spanish, in order to reach Spanish-speaking Coloradans, and preparations for targeted outreach in rural areas of the state.

As another part of phase two, the PAWG recommended developing additional lived-experience narratives to help achieve the campaign goal of raising awareness about all types of human trafficking. The PAWG provided guidance and feedback on the creation of video and radio spots and other advertising materials for new lived-experience content representing a male involved in a mid-size sex trafficking ring and a foreign national male involved in a large-scale labor trafficking operation within the restaurant industry. These spots and corresponding materials were released in fall 2021.

Phase two also included a large media buy in the state. This began in late June and ended on September 30, 2021. Paid media tactics included: billboards, gas station TV, broadcast TV (Spanish and English), Over-the-Top Streaming TV (Spanish and English), radio spots (Spanish and English), signage at the Denver International Airport and many more.⁵

Finally, the *This Is Human Trafficking* campaign won several awards in 2021, including a National Academy of Television Arts & Sciences Heartland Chapter Emmy® in the Public Service Announcement category. In addition to the Emmy, the campaign received a [Communicator Award of Excellence](#) in the category of Integrated Campaign - Social Responsibility from the Academy of Interactive & Visual Arts. The Telly Awards honored the campaign for [excellence in local TV in the General - Public Interest/Awareness category](#) and for [excellence in Branded Content for Social Impact](#), and the [One Club for Creativity-Denver](#) honored the campaign with a bronze medal in the Moving Image category for all four campaign videos created in 2020. These awards recognize the hard work of the campaign team to deliver an excellent campaign.

Human Trafficking Training Outcomes

Division of Criminal Justice (DCJ) staff and trained facilitators delivered free training across the state on behalf of the Colorado Human Trafficking Council. The Council has three training curricula: *An Introduction to Human Trafficking in Colorado*, for general professionals; *Human Trafficking Investigations: An Introductory Course*, for law enforcement; and *Meeting Human*

⁵ For a complete list, see “Section 3: Public Awareness and Outreach Campaign,” p. 63.

Trafficking Survivors Needs: An Advanced Course for Service Providers, for direct care providers. DCJ delivers training through multiple means: in-person and virtually by the Human Trafficking Training Coordinator; an online self-paced module of *An Introduction to Human Trafficking in Colorado*; and a Train-the-Trainer (TTT) program, in which facilitators trained by DCJ staff deliver these programs in their communities across the state (both in-person and virtually).

This year, DCJ staff hired a translation agency to translate both the *An Introduction to Human Trafficking in Colorado* and *Meeting Human Trafficking Survivors Needs: An Advanced Course for Service Providers* programs into Spanish. These translations were completed in September 2021 and are anticipated to be released through current facilitators in spring 2022.

DCJ staff and facilitators from the TTT program were able to deliver trainings virtually, in person and in a hybrid format during 2021. In total, 703 professionals were trained on all three modules from January 1 through November 30, 2021. In addition, 83 professionals completed training through the Council's self-paced online version of *An Introduction to Human Trafficking in Colorado*.

Taking a Deeper Look at Survivor Engagement

The Council established the SETF in 2021 to identify promising practices for engaging survivors (human trafficking Lived-Experience Experts) in the Council's work, including with the various advisory committees of the Council. The SETF developed operational definitions as part of their work to establish common language to utilize in the course of their work. The SETF conducted a literature review and consulted with national Lived-Experience Experts to inform their recommendations.

The SETF created seven recommendations that the Council could implement to continue highlighting survivor voices in its work. These recommendations focus on centering the Council's work on survivor voices, including a diversity of survivor perspectives; promoting opportunities for survivor engagement; providing technical assistance to organizations seeking to increase Survivor Leader engagement; promoting peer-to-peer activity; offering compensation and conducting outreach and recruitment for participation in Council work. These recommendations continue the Council's efforts to promote a diversity of survivor perspectives in all of the Council's work.

Intersections of Equitable Access and Human Trafficking

In 2021, the Council voted to continue the work of the Underserved Populations Task Force and rename the group the Equitable Access Task Force. This name change was a response to feedback from the public to be more strength based by focusing on the important role that services play rather than the populations that are underserved. The goal of this task force was to highlight gaps in services for human trafficking victims/survivors in an effort to increase service provision to underserved populations. Specifically, the EATF narrowed their work for 2021 by more deeply exploring two of the recommendations approved in 2020.

As a result of this exploration, the EATF developed five recommendations that were approved by the Council. These recommendations focused on avenues to increase the accessibility of services for victims/survivors of human trafficking, including employing regional navigators to connect with individuals experiencing human trafficking, increasing training for certain sectors, including human trafficking victims/survivors in the Address Confidentiality Program and enhancing local collaborations with county Departments of Human Services (DHS).

Addressing Barriers Caused by Criminal Records

The Council formed the CJTF in 2021 after discussing the need to address human trafficking survivors' long-term involvement in the criminal justice or juvenile justice systems. The CJTF aimed to address barriers to long-term stability created by the criminal records of human trafficking survivors from their trafficking experiences. The CJTF focused its efforts on developing recommendations related to criminal record relief for human trafficking survivors in Colorado.

The CJTF reviewed Colorado's current laws related to criminal record relief and sought resources and expert opinions to formulate their recommendations. The Council approved four of the CJTF's recommendations, which focused on: arrests and adjudications, time limits, burden of proof and additional restrictive conditions; official documentation; nexus to trafficking and confidentiality. The Council did not approve the CJTF's recommendations on range of relief and offenses covered. The opinions expressed related to these recommendations are reflected in this report.

Reflecting on 2021

The Council had a productive year in 2021 with the work created from its four advisory committees, in addition to delivery of the Council's three training curricula. The Council's statewide public awareness campaign, *This Is Human Trafficking*, not only spread awareness about all types of human trafficking in Colorado but also brought accolades to the Council through the many awards it received throughout the year.

SECTION 1

Year in Review



In January, the Colorado Human Trafficking Council (the Council) held its annual retreat virtually for the first time, due to ongoing risks associated with the COVID-19 pandemic. Over two days, the Council reflected on its priorities and formed advisory committees for 2021. The process of choosing advisory committees included a review of advisory committee activities from the previous year and revisiting the top areas of a focused brainstorm that took place at the Council's 2020 retreat. Through this process, the Council established three task forces: the Criminal Justice Task Force (CJTF), the Equitable Access Task Force (EATF) (formerly called the Underserved Populations Task Force) and the Survivor Engagement Task Force (SETF). In addition, the Council continued work on its statewide public awareness campaign by supporting the ongoing work of its Public Awareness Working Group (PAWG).

Criminal Justice Task Force: The Council formed this task force to address the intersection of criminal justice and human trafficking. The aim of this task force is to address barriers to long-term stability created by the criminal records of human trafficking survivors resulting from their trafficking experiences.

**Task Force Co-Chairs: Mary Landerholm, Collective Solutions
Caleb Stewart, Rocky Mountain Immigrant Advocacy Network**

Equitable Access Task Force: This task force worked on examining the intersection of identity and experience and how that impacts service provision to victims/survivors of human trafficking. Human trafficking services often serve very specific populations, leaving many of the most vulnerable populations underserved. The Council aimed to highlight these gaps in services based on these identities and experiences in an effort to increase knowledge of and response to these populations.

**Task Force Co-Chairs: Nhu-Minh Le, Asian Pacific Development Center
Hava Simmons, Larimer County Department of Human Services**

Survivor Engagement Task Force: The Council established this task force to codify the ways in which the Council engages with the survivor community to inform the Council's work and make recommendations for how the Council can improve that engagement.

**Task Force Co-Chairs: Tom Acker, Western Slope Against Trafficking
Jessa Crisp, BridgeHope**

Public Awareness Working Group: This working group provided guidance to Orange Circle Consulting on campaign implementation strategy and the development of campaign materials for the Council's multiyear statewide public awareness campaign.

2021 Colorado Legislative Activities

Following an abbreviated legislative session in 2020 due to the COVID-19 pandemic, the 2021 Colorado legislative session included passage of several human trafficking and human trafficking-related bills. The legislation that passed in 2021 focused on human trafficking training for clerks and recorders, U nonimmigrant status certification requirements, the civil statute of limitations for sexual assault and child sex abuse and rights for agricultural workers.

House Bill 21-1287: Marriage Or Civil Union License Procedures

Governor Polis signed House Bill 21-1287 into law in June 2021, which allows county clerks and recorders to authorize marriage and civil unions virtually. As part of the law, the county clerk and recorder offices permitting marriages and civil unions virtually must complete the human trafficking training program developed by the Council. The training will equip county clerk and recorder staff with the ability to identify, prevent and address suspected incidents of human trafficking that they encounter in the course of their work. Participation in the virtual

marriage and civil union pilot program is optional, and county clerk and recorder offices can opt in.

House Bill 21-1060: U Visa Certification Requirements

The U nonimmigrant status (U visa) is a special category of visa for survivors/victims of certain crimes, including human trafficking. U visas require certification “from a certifying official attesting that the person has been the victim of certain criminal activity and has been, is being or is likely to be helpful to the detection, investigation or prosecution of the criminal activity.”⁶ This act requires specific time frames for the completion or denial of certification requests, which will allow for uniformity in processing these certifications across jurisdictions in the state. Previously, wait times for certifications have been a hindrance to the submission of U visa applications. In addition, this act stipulates factors that can be considered in certification decisions and prevents disclosure of immigration status. Overall, this act will assist crime victims with the application process for U visas.

Senate Bill 21-073: Civil Action Statute Of Limitations Sexual Assault

This act removed the statute of limitations on bringing a civil claim based on sexual assault, including “derivative claims and claims brought against a person or entity that is not the perpetrator of sexual misconduct.”⁷ Removal of this barrier will allow survivors of sexual assault to sue their perpetrators and the institutions that may have responsibility for the abuse. This act also repeals a limitation on certain damages that plaintiffs can receive when pursuing civil action 15 years or more after they turn 18.⁸

Senate Bill 21-088: Child Sexual Abuse Accountability Act

This act allows for a survivor/victim of sexual misconduct that occurred when the victim was a minor to sue their perpetrator and “an organization that operates or manages a youth-related activity or program (youth program) if the organization knew or should have known of a risk of sexual misconduct against minors and the sexual misconduct occurred while the victim was

⁶ U Visa Certification Requirements, HB21-1060, 73rd General Assembly, First Regular Session (2021), <https://leg.colorado.gov/bills/hb21-1060>.

⁷ Civil Action Statute Of Limitations Sexual Assault, SB21-073, 73rd General Assembly, First Regular Session (2021), <https://leg.colorado.gov/bills/sb21-073>.

⁸ Ibid.

participating in a youth program managed by the organization.”⁹ Individuals who were victims between January 1, 1960, and January 1, 2022, are required to bring a claim before January 1, 2025. There is no statute of limitations for incidents occurring on or after January 1, 2022.¹⁰

Senate Bill 21-087: Agricultural Workers' Rights

This act rescinds the exemption of agricultural labor from state and local minimum wage laws, allows agricultural workers to join labor unions and engage in collective bargaining, grants meal and rest breaks and provides other worker protections. It establishes a separate minimum wage for employees who work on the production of livestock on the open range. This act also facilitates agricultural worker access to service providers by requiring employers to allow access and transportation to key service providers and allowing for visitors at employer-provided housing without interference.¹¹

Innovate Colorado Project

In September 2021, the Colorado Department of Human Services (CDHS) closed a four-year project, *Innovate Colorado*, an *Improving Outcomes for Child and Youth Victims of Human Trafficking* grant from the Office for Victims of Crime (OVC). CDHS partnered with the Colorado Department of Public Safety (CDPS) to implement this project. The goal of the *Innovate Colorado* project was to “achieve full implementation of a comprehensive, collaborative, and jurisdiction-wide approach to preventing and reducing the impact of child/youth trafficking.”¹² Project activities included building a service array, hiring regional human trafficking specialists (RHTSs) in four rural regions across the state, training front-line professionals, especially those who interact with youth, raising public awareness and utilizing a developmental evaluation to inform decision-making on how to improve the project in real time.

To assess community needs, *Innovate Colorado* hosted six workshops across the state, covering 34 counties. These workshops also served as opportunities to recruit RHTSs across the state. The results of the community needs assessments informed the work of the RHTSs. The RHTSs,

⁹ Child Sexual Abuse Accountability Act, SB21-088, 73rd General Assembly, First Regular Session (2021), <https://leg.colorado.gov/bills/sb21-088>.

¹⁰ Ibid.

¹¹ Agricultural Workers' Rights, SB21-087, 73rd General Assembly, First Regular Session (2021). <https://leg.colorado.gov/bills/sb21-087>.

¹² Lauren Alessi et. al., *Innovate Colorado: Final Evaluation Report*, (Fort Collins, CO: Social Work Research Center, Colorado State University, 2021), p. 1.

with mentorship and support from the Laboratory to Combat Human Trafficking and a human trafficking expert consultant, focused on enhancing responses to child and youth trafficking in their communities. They accomplished this by identifying resources to support survivors; training identified partners in the community; raising awareness about human trafficking; identifying gaps in resource needs and recommending enhancements to existing community protocols and processes that help the community to identify and respond to trafficked youth.

The *Innovate Colorado* grant also promoted awareness-raising across the state. The project team distributed materials from the Council's statewide awareness campaign, *This Is Human Trafficking*, in the RHTS's regions, as well as purchased digital media ads for each of the regions. CDHS also promoted a campaign, *Child Trafficking Is Child Abuse*, and provided resource cards to parents, professionals, law enforcement, and caseworkers with the CO-4-KIDS hotline.

Training Outcomes

In terms of training, the *Innovate Colorado* project provided support for the creation and implementation of the Council's *Meeting Human Trafficking Survivors Needs* advanced training course for service providers. The project also supported the translation of all training materials into Spanish for the Council's *Introduction to Human Trafficking in Colorado* and *Meeting Human Trafficking Survivors' Needs* programs.

As part of the *Innovate Colorado* project, DCJ staff trained RHTSs using the Council's Train-the-Trainer model on all three programs: *Introduction to Human Trafficking in Colorado*, *Human Trafficking Investigations: an Introductory Course* and *Meeting Human Trafficking Survivors' Needs*. In turn, the RHTSs implemented trainings in each of their geographic areas: Northeast,¹³ Northwest,¹⁴ Pueblo and Las Animas counties. The project also had an RHTS specialist for the Southwest¹⁵ region for part of 2019 and 2020. DCJ staff coordinated the RHTSs' implementation of these trainings. Additionally, DCJ staff recruited, trained, and managed

¹³ The Northeast region covered Kit Carson, Yuma, Washington, Morgan, Phillips, Logan and Sedgwick counties.

¹⁴ The Northwest region covered Rio Blanco, Garfield, Eagle and Pitkin counties.

¹⁵ The Southwest region covered Baca, Prowers, Bent, Otero, Crowley, Kiowa and Cheyenne counties.

facilitators for the *Human Trafficking Investigations* program who could then offer trainings in the project's designated regions.

The *Introduction to Human Trafficking in Colorado* course reached 132 total participants in calendar year (CY) 2018,¹⁶ 638 participants from 34 counties in CY 2019,¹⁷ 169 participants from 21 counties in CY 2020¹⁸ and 226 participants from at least 26 counties in CY 2021.¹⁹ DCJ staff trained a total of 1,165 participants in this program as part of the *Innovate Colorado* project. In CY 2018, participants came from the education sector (32%), then social services (21%), followed by students (17%).²⁰ In CY 2019, the majority of participants were students (31%), medical health professionals (29%) or multidisciplinary groups (11%). In CY 2020 and CY 2021, the majority of participants came from the medical/health sector (47% in CY 2020; 17% in CY 2021),²¹ community-based organizations (17% in CY 2020; 16% in CY 2021) and human services (12% in CY 2020; 16% in CY 2020). These figures demonstrate the reach of the introductory program, highlighting the strong participation of professionals in sectors that have a likelihood of engaging with and identifying children/youth in human trafficking.

From 2018 to the end of grant activities in 2021, DCJ staff and trained facilitators trained law enforcement using the *Human Trafficking Investigations: An Introductory Course* curriculum. Participants in this program came from around the state, which indicates the increased number of law enforcement personnel in various jurisdictions who are equipped to identify human trafficking. In CY 2019, 774 participants from 18 counties were trained on the program. In CY 2020, 116 individuals from 28 counties were trained. In CY 2021, 45 participants from at least eight counties were trained. The end result is that 935 law enforcement personnel were trained in this program due to this project.

For the service provider workshop, *Meeting Human Trafficking Survivors' Needs, Innovate Colorado* staff trained a total of 25 participants from 2019 to 2021. Participants in this course expressed their increased knowledge and skills as a result of the workshop. In CY 2020, of

¹⁶ Courtney Everson et al., *Innovate Colorado: Interim Evaluation Report*, (Fort Collins, CO: Social Work Research Center, Colorado State University, 2020), p. 19.

¹⁷ Lauren Alessi et al., *Innovate Colorado: Final Evaluation Report*, (Fort Collins, CO: Social Work Research Center, Colorado State University, 2021), p. 109.

¹⁸ *Ibid.*, p. 115.

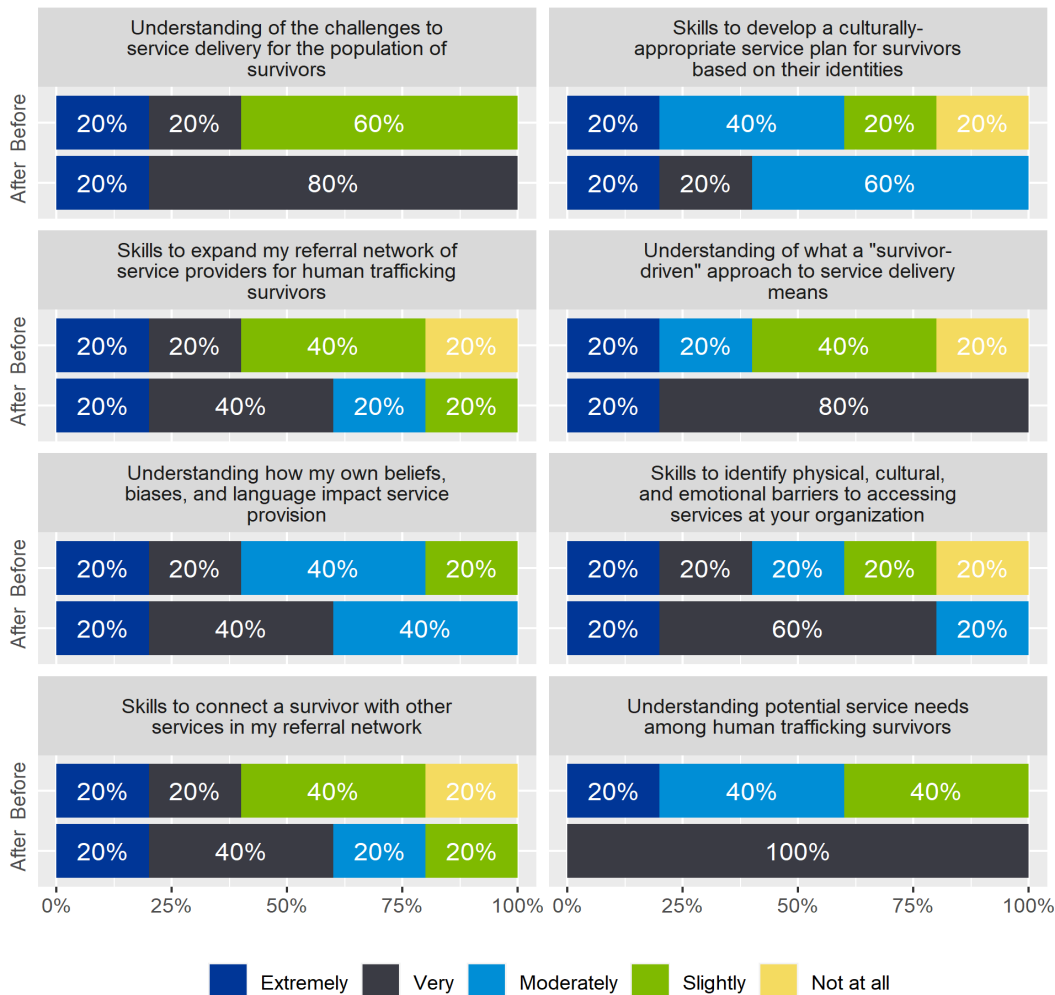
¹⁹ Lauren Alessi et al., *Innovate Colorado: Final Evaluation Report*, p. 120.

²⁰ Courtney Everson et al., *Innovate Colorado: Interim Evaluation Report*, p. 20.

²¹ Analysis based on time period from January 1, 2021, to June 30, 2021.

those who completed the workshop evaluation, “on average, 33% of respondents expressed feeling ‘extremely’ confident with the various skills following the workshop, with an additional 62% feeling ‘very’ confident following the workshop.”²² For participants in the workshops conducted in CY 2019, “[o]n average 75% of respondents expressed feeling ‘extremely’ or ‘very’ confident with the various skills following the workshop.”²³ Figure A includes a breakdown of respondents’ change in skills and knowledge for CY 2019, and Figure B includes the same breakdown for CY 2020. While the service provider workshop did not have as expansive a reach as the other training programs, this training did equip participants with specialized skills for providing essential services to children/youth who experienced trafficking.

Figure A: CY 2019 Service Provider Workshop Effectiveness: Change in Skills and Knowledge

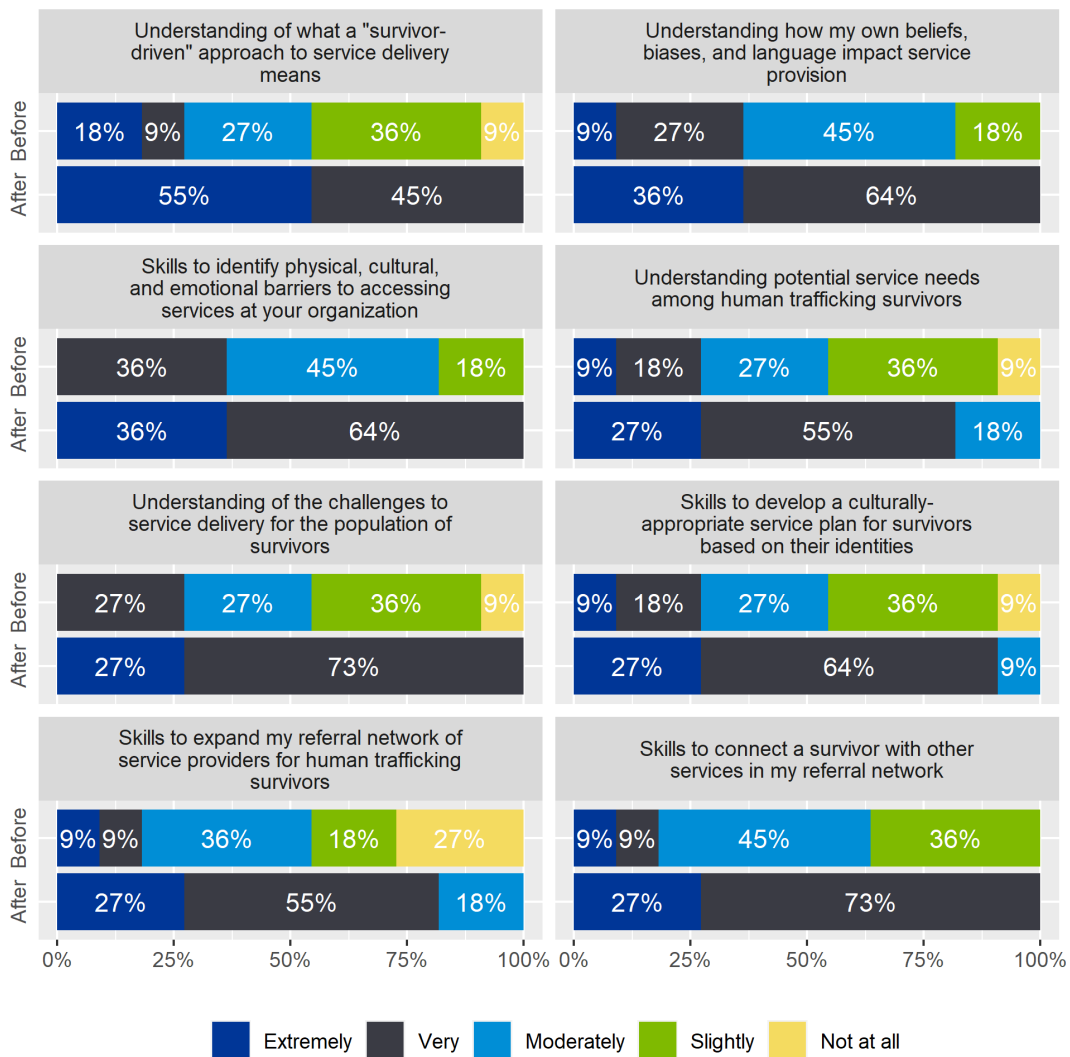


Source: Social Work Research Center, Colorado State University

²² Lauren Alessi et al., *Innovate Colorado: Final Evaluation Report*, p. 143.

²³ *Ibid.*, p. 140.

Figure B: CY 2020 Service Provider Workshop Effectiveness: Change in Skills and Knowledge



Source: Social Work Research Center, Colorado State University

As part of the *Innovate Colorado* grant, DCJ staff shared both content and expertise on the Council’s Train-the-Trainer (TTT) program with the Trafficking Response and Intervention Program (TRIP) in Oregon, recipients of the same federal grant funding. From December 2019 to September 2021, the DCJ training coordinator worked closely with TRIP staff to develop their own TTT model, with citations crediting the Colorado Human Trafficking Council, based on Oregon’s regional and cultural context as well as lessons learned by DCJ staff. This technical assistance culminated in a TTT program that included basic training programs with facilitator guides as well as advanced workshops for facilitators on the importance of imagery and language within the human trafficking field.

Results of Developmental Evaluation

The *Innovate Colorado* project included a developmental evaluation conducted by the Social Work Research Center (SWRC) at Colorado State University. This developmental evaluation design provided timely feedback about the project to its stakeholders so that adjustments to the project design and activities could be made in real time. The developmental evaluation covered four main components: (1) the RHTS model, (2) the RHTS site project, (3) workshops related to human trafficking and (4) collaboration.

Findings from the final evaluation report demonstrated that “*Innovate Colorado* has been successful in advancing strong, collaborative, multi-level responses to the trafficking of children/youth in Colorado.”²⁴ In addition, SWRC noted the following successes²⁵:

- RHTSs spent over 1,000 hours building the service array, educating, raising awareness and continuing their professional development.
- 3,000 professionals and community members participated in workshops offered by CDHS and CDPS.
- 3,000 calls were made to the three hotlines (CDHS’s CO-4-KIDS Hotline, Colorado’s Human Trafficking Hotline and the National Human Trafficking Hotline) to report suspected cases of child/youth trafficking in Colorado.

End of Grant Summit

To close out the grant, the *Innovate Colorado* team held a three-day summit, open to professionals from the regions that were the focus of the grant project, and a one-day internal conference for members of the *Innovate Colorado* team to debrief and receive professional development training. The external-facing summit featured expert speakers, and the *Innovate Colorado* team conducted trainings of all three of the Council’s training programs²⁶ and presented on human trafficking imagery. During the internal conference, *Innovate Colorado* team members reviewed the evaluation findings for the project and reflected on the successes and lessons learned from the project.

²⁴ Lauren Alessi et al., *Innovate Colorado Evaluation Executive Summary*, p. 1.

²⁵ Ibid.

²⁶ *An Introduction to Human Trafficking in Colorado, Human Trafficking Investigations: An Introductory Course and Meeting Human Trafficking Survivors’ Needs.*

Leadership

The Council and DCJ staff continue to demonstrate leadership on the issue of human trafficking both nationally and internationally. In April, DCJ staff hosted a delegation from the U.S. Department of State's International Visitor Leadership program. DCJ staff also continued their partnership with the Human Trafficking Capacity Building Center by facilitating the Council's training for service providers. DCJ staff also presented at the National Governor's Association conference that was hosted in Denver in August.

Since the inception of the Council, DCJ staff and Council members have hosted delegations from the U.S. Department of State's International Visitor Leadership program on seven occasions. These delegations have been coordinated by WorldDenver. This year, for the first time, DCJ staff hosted the delegation virtually. The focus of this meeting was to share best practices for addressing human trafficking. Three members of the Council participated in the session to provide their professional perspectives on addressing the issue. The delegation included a total of 24 participants from 15 countries,²⁷ spanning three continents.

Since August 2020, DCJ staff have continued to work closely with the Human Trafficking Capacity Building Center (HTCBC), a free coaching and development hub for organizations and tribal communities to "start, sustain, or grow their anti-trafficking work."²⁸ In this partnership, DCJ staff facilitated the Council's advanced workshop, *Meeting Human Trafficking Survivor's Needs*, twice this year to support HTCBC's efforts to build local networks to increase identification of victims/survivors and provide them with quality, comprehensive services. To date, staff have trained participants from Delaware and Oklahoma. At the conclusion of the workshops, participants nationally have reported feeling empowered, knowledgeable and equipped to provide more culturally sensitive and trauma-responsive services to human trafficking survivors in need.

²⁷ Participating countries included: Argentina, Brazil, Chile, Colombia, Costa Rica, Ecuador, El Salvador, Equatorial Guinea, Mexico, Panama, Paraguay, Peru, Spain, Uruguay and Venezuela.

²⁸ "Human Trafficking Capacity Building Center," U.S. Department of Justice, accessed on December 21, 2021, <https://htcbc.ovc.ojp.gov/>.

In August 2021, the National Governor’s Association (NGA)²⁹ hosted its first in-person meeting since the start of the COVID-19 pandemic, in Denver, Colorado. Part of the NGA meeting is a Governors’ Spouses’ Program hosted by the NGA Spouses’ Program chair, Arkansas First Lady Susan Hutchinson. At this August meeting, the Spouses’ Program hosted a *Human Trafficking Roundtable* that brought together three Colorado-based subject matter experts, which included the Council’s human trafficking program manager, Maria Trujillo, and the Council’s Child Assessment Center representative, Diana Goldberg. The remarks of these experts focused on state-level efforts to address human trafficking and on providing participants with ideas for how they could improve their state’s response on the issue.

In 2021, the Colorado Governor’s Office requested that the Division of Criminal Justice complete the state’s self-assessment survey based on the findings from the National Advisory Committee (NAC) on the Sex Trafficking of Children & Youth in the United States report on *Best Practices and Recommendations for States*,³⁰ on behalf of the state. DCJ staff consulted with several Council members and other experts in the state to complete this assessment, which included 127 recommendations on 12 topics. This state self-assessment survey will inform future work of the NAC.

Conclusion

The Council had a busy year with the activities of three different task forces and the PAWG. Each of these groups made significant contributions to the work of the Council in 2021. Additionally, DCJ staff helped close out the *Innovate Colorado* project and demonstrated its leadership in the field by sharing promising practices, conducting trainings, and providing technical assistance. After a truncated legislative session in 2020, several bills directly related or adjacent to the issue of human trafficking passed during the 2021 legislative session. The passage of these laws marks opportunities to prevent the crime and allow for victims and survivors to receive more protections and access to justice.

²⁹ From the NGA website: “Founded in 1908, the National Governors Association brings leaders of 55 states, territories and commonwealths together to lead bipartisan solutions that improve citizens’ lives through state government. Through NGA, Governors identify priority issues and deal with matters of public policy and governance at the state, national and global levels.” Accessed October 14, 2021, <https://www.nga.org/about/>.

³⁰ National Advisory Committee on the Sex Trafficking of Children & Youth in the United States, *Best Practices and Recommendations for States* (Washington, DC: Office of Trafficking in Persons, 2020), https://www.acf.hhs.gov/sites/default/files/documents/otip/nac_report_2020.pdf.



SECTION 2

Collecting Data on Human Trafficking in Colorado

Introduction

One of the Colorado Human Trafficking Council's (the Council) legislative mandates³¹ is to collect data on the prevalence of, and the efforts of law enforcement to combat, human trafficking in Colorado. This section provides federal, state and local data on human trafficking incidence and service provision to human trafficking survivors, as reported by law enforcement agencies, prosecutors, the Divisions of Child Welfare (DCW) and Youth Services (DYS) at the Colorado Department of Human Services (CDHS), nonprofit service providers and human trafficking hotlines. The data cover the three-year period of 2018, 2019 and 2020. The Council provides reporting through the end of the previous calendar year to avoid a partial report of the current year's investigative, judicial and service provision activity.

³¹ Human trafficking council – created – duties – repeal, C.R.S. § 18-3-505(4)(g).

Law Enforcement Measures of Incidence and Activities to Combat Human Trafficking

Federal Law Enforcement Activities in Colorado

The Council collected data on the number of human trafficking investigations; trafficking victim recoveries; and suspected-trafficker arrests, prosecutions and convictions across federal law enforcement agencies with field offices in Colorado, including the Federal Bureau of Investigation (FBI), Homeland Security Investigations (HSI), and the U.S. Attorney’s Office (USAO). The Council includes both national reporting from these federal agencies on their human trafficking activities and state-level reporting. Note that national reporting captures the federal fiscal year (FFY) of October through September, while Colorado law enforcement data reflect the calendar year (CY) of January through December.

Federal Activities

The total number of Department of Justice (DOJ) investigations nationwide increased for the first time since FFY 2016 in FFY 2020. In FFY 2020, DOJ opened 663 human trafficking investigations, an increase from 607 in FFY 2019.³² Despite the challenges presented by the COVID-19 pandemic, DOJ was able to continue its investigations, possibly due to the department’s development of a process to conduct remote forensic interviews.³³ Data on DOJ investigations did not account for human trafficking investigations carried out by DOJ-funded Enhanced Collaborative Model (ECM) anti-trafficking task forces. (For more information on ECMs, see p. 29).

Year	Total DOJ Investigations
2018	657
2019	607
2020	663

Data source: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2019, 2020 and 2021).

³² U.S. Department of State, *2021 Trafficking in Persons Report* (Washington, DC: U.S. Department of State Publication, Office to Monitor and Combat Trafficking in Persons, 2021), p. 585, <https://www.state.gov/wp-content/uploads/2021/09/TIPR-GPA-upload-07222021.pdf>.

³³ Ibid.

Tables 2 and 3 include data from the FBI’s Child Exploitation and Human Trafficking Task Force (CEHTTF) activities for CY 2019 and CY 2020. The CEHTTF was formerly two different task forces: the Rocky Mountain Innocence Lost Task Force (RMILTF) and the Colorado Trafficking and Organized Crime Coalition (CTOCC). These two groups merged to form the CEHTTF in 2018, which is why data for CY 2018 are not included in this report.

CEHTTF focuses on domestic minor sex trafficking cases and has jurisdiction over human trafficking cases involving adults and international victims of both labor and sex trafficking. In CY 2019 and CY 2020, CEHTTF partners included officers, agents, victim specialists, FBI child forensic interviewers and analysts, the Denver and Lakewood police departments, the Colorado State Patrol, the Arapahoe County Sheriff’s Office and investigators from the 17th and 18th Judicial District Attorney’s Offices.

As illustrated in Table 2, the CEHTTF had a decrease in the number of investigations opened for human trafficking, from 40 investigations in CY 2019 to 32 in CY 2020. Over both years, the majority of investigations opened by CEHTTF were for sex trafficking, and the majority of cases involved minor victims.

Table 2: FBI: CEHTTF, Investigations and Arrests CY 2019–2020			
Year	Investigations Opened	Investigations (breakdown by type of trafficking)	Investigations (breakdown by age of victim)
2019	40	38 sex trafficking; 2 labor trafficking	Sex trafficking investigations: 25 cases with only minor victims; 13 cases with adult victims Labor trafficking investigations: breakdown by age unknown
2020	32	31 sex trafficking; 1 labor trafficking	Sex trafficking investigations: 23 cases with minor victims; 5 cases with adult victims; 3 cases with both adult and minor victims Labor trafficking investigations: 1 case with an adult victim

Data source: Federal Bureau of Investigation-Denver Office.

As illustrated in Table 2, the CEHTTF had a slight increase in the number of juvenile recoveries and adult recoveries. The majority of juvenile recoveries was for female victims. From CY 2019 to CY 2020, there was a decrease in the number of arrests but an increase in the number of arrests for crimes committed against adults.

Table 3: FBI: CEHTTF, Recoveries and Arrests, CY 2019–2020					
Year	Juvenile Recoveries (breakdown by type of trafficking)	Juvenile Recoveries (breakdown by gender)	Adult Recoveries (breakdown by type of trafficking; gender breakdown unavailable)	Arrests ⁱ	Arrests (breakdown by age of the victim)
2019	27 (all sex trafficking)	23 female 4 male	35 (all sex trafficking)	28 (all sex trafficking)	16 for crimes against minors; 2 for crimes against adults; 8 for crimes against both
2020	31 (all sex trafficking)	27 female 4 male	42: 41 sex trafficking; 1 labor trafficking	20 (all sex trafficking)	10 for crimes against minors; 10 for crimes against adults

ⁱ Arrest data include arrests for: § 18-3-504(2) sexual servitude of a minor, § 18-7-405 pimping of a child, § 18-7-206 pimping, § 18-3-405 sexual assault on a child and § 18-7-406 patronizing a prostituted child.

HSI Activities

Homeland Security Investigations (HSI), the investigative arm of the Department of Homeland Security, pursues a broad range of suspected human trafficking and related activity. Cases that HSI investigates include adult foreign nationals, child sexual exploitation, child pornography and the forced labor of minors—especially situations involving the use of the internet to lure and/or exploit minors.

Table 4 includes national and Colorado data from HSI. Nationally, HSI opened 947 human trafficking investigation in FFY 2020, a decrease from 1,024 human trafficking investigations in FFY 2019. In Colorado, HSI reported the same number of human trafficking investigations for FFY 2020 as it did in FFY 2019, with a total of 13 investigations. The number of labor trafficking investigations conducted by HSI in Colorado increased to four in FFY 2020, up from two in FFY 2019. In FFY 2020, HSI Colorado made three arrests for sex trafficking and four arrests for labor trafficking.

Table 4: HSI National and Colorado-Based Investigations, FFY 2018–2020		
Year	National Data (investigations involving potential human trafficking)	Colorado Data (Colorado-based HSI investigations officially recorded as human trafficking-related)
2018	849	28: 27 sex trafficking; 1 labor trafficking
2019	1,024	13: 11 sex trafficking; 2 labor trafficking
2020	947	13: 9 sex trafficking; 4 labor trafficking

Data sources: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2019, 2020 and 2021). Colorado data obtained from the HSI Denver field office.

Federal Criminal Case Filings

In FFY 2020, the USAO, District of Colorado, did not report any human trafficking indictments. This was also the case in FFY 2019.

Civil Cases

Table 5 shows civil cases in Colorado that were filed during CY 2018–2020; still ongoing at the end of CY 2020; or closed, settled or with a judgement during CY 2018–2020. One lawsuit in CY 2019—filed against several hotel brands because staff failed to recognize trafficking—was dismissed in February 2021.

Table 5: Civil Cases Filed, Ongoing or with Judgments, CY 2018–2020			
Case Name	Date Filed	Type	Outcome
Agbo v. MCB Clinical Research Centers	July 2019	Forced Labor	Settled (August 2020)
Bonilla v. Buch	August 2018	Domestic Servitude	Settled (March 2019)
Echon v. Sackett	December 2014	Forced Labor	Judgement in favor of the plaintiffs (February 2018)
Gilbert v. United States Olympic Committee	May 2018	Non-commercial Sexual Servitude	Ongoing (updated 8/4/21)
J.L. v. Best Western International, Inc.	December 2019	Sex Trafficking	Dismissed (involuntarily with prejudice) 2/24/21
Menocal v. GEO	October 2014	Forced Labor	Ongoing (updated 10/4/2021)

Data source: The Human Trafficking Legal Center, <https://www.htlegalcenter.org/>.

State and Local Law Enforcement Activities

In order to gain a picture of the state and local law enforcement’s counter-trafficking efforts, the Council drew primarily from state judicial filings containing human trafficking statutes. The Council also considered local law enforcement efforts, which include human trafficking-related

incidents, and arrests reported to the Colorado Bureau of Investigations' (CBI) Uniform Crime Reporting (UCR) program, which in turn submits statewide data to the FBI's UCR database.³⁴

Local Law Enforcement Reporting on Human Trafficking

UCR data on human trafficking incidents and arrests are drawn from police departments, sheriff's offices, the Colorado State Patrol and CBI. All of these law enforcement agencies are mandated to report their crime-fighting activities to CBI's Crime Information Management Unit.³⁵ Tables 6 and 7 include data from CY 2018, CY 2019 and CY 2020 UCR incident reports, which were cross-referenced with each jurisdiction to confirm accuracy. The arrest record data from UCR is recognized to be inconsistent across the state, so it is not included in this report.

³⁴ Unless otherwise indicated, the reporting period for state and local law enforcement activities is January 1 to December 31, 2020.

³⁵ Functions of bureau - legislative review - interagency cooperation with reporting functions - processing time for criminal history record checks - computer crime - synthetic cannabinoids enforcement, C.R.S. § 24-33.5-412(5).

Table 6: Incidents of Human Trafficking—Sexual Servitude, Colorado Uniform Crime Reporting Data: CY 2018–2020			
Jurisdiction by City or County	2018	2019	2020
Adams County Sheriff's Office	1		5
Arapahoe County Sheriff's Office		2	
Arvada Police Department	1		
Aurora Police Department	13	10	2
Boulder County Sheriff's Office	1		
Centennial Police Department		1	
Colorado Springs Police Department	3	3	12
Commerce City Police Department	2		
Denver Police Department	19	26	12
Douglas County Sheriff's Office		2	1
El Paso County's Sheriff Department	1		
Fort Collins Police Department			Data could not be confirmed prior to publication.
Greeley Police Department			7
Jefferson County Sheriff's Office	3	7	
Kiowa County Sheriff's Office		1	
Lakewood Police Department		1	
Larimer County Sheriff's Office			1
Louisville Police Department			1
Loveland Police Department		1	
Parker Police Department		1	
Pueblo Police Department	1		
Thornton Police Department	2	1	
Wheat Ridge Police Department		2	
TOTAL	47	58	41

Data Source: Colorado Bureau of Investigation and the jurisdictions listed.

Table 7: Incidents of Human Trafficking—Involuntary Servitude, Colorado Uniform Crime Reporting Data: CY 2018–2020			
Jurisdiction by City or County	2018	2019	2020
Aurora Police Department			2
Broomfield Police Department	1		
Brighton Police Department	1		
Commerce City Police Department	1		
Colorado Springs Police Department		1	
Craig Police Department	1		
Denver Police Department		4	5
Greeley Police Department	1		
Jefferson County Sheriff's Office		1	
Lakewood Police Department		1	
Thornton Police Department		1	
TOTAL	5	8	7

Data Source: Colorado Bureau of Investigation and the jurisdictions listed.

Table 8 includes data on criminal interdictions³⁶ from Colorado State Patrol (CSP) covering CY 2018 to CY 2020. There was a significant increase in the number of criminal interdictions in CY 2020, which is the result of one traffic stop conducted by CSP that intercepted the transportation of eight labor trafficking victims to Colorado.³⁷

Table 8: Colorado State Patrol, Interdictions CY 2018–2020	
Year	Number of Interdictions
2018	1 sex trafficking
2019	1 sex trafficking
2020	11: 8 labor trafficking; 3 sex trafficking

³⁶ A criminal interdiction is the disruption or interception of criminal elements from their intended destination or use. Source: Major Mark Mason, e-mail message to DCJ, December 4, 2020.

³⁷ Lindsey Roberts, e-mail message to DCJ, October 15, 2021.

Enhanced Collaborative Model (ECM)

The ECM program “develop[s], expand[s], or strengthen[s] a multidisciplinary approach to fight human trafficking”³⁸ by funding a law enforcement agency and a victim service provider to enhance collaboration. There is currently one ECM project in Colorado, through the Denver District Attorney’s (DA) Office (2nd Judicial District) and the Asian Pacific Development Center (APDC). In FFY 2019, DOJ awarded the Denver Anti-Trafficking Alliance (DATA) an ECM grant in September 2018, with funding facilitated through the Denver DA’s Office as the lead law enforcement agency and APDC as the lead victim services organization. The purpose of the three-year grant is to further develop a multidisciplinary and coordinated response to sex and labor trafficking in Denver.

Funds were disbursed starting in mid-2019, so only a partial year of data for FFY 2019 is included in Tables 9 and 10 below.³⁹ FFY 2020 represents the first full year of data available for the grant. Table 9 includes the number and type of cases filed and number of victims identified from the Denver DA’s Office, from the start of the ECM grant until the end of FFY 2020. Table 10 displays investigation and arrest data from the Denver Police Department (DPD) for the same time period. Because only a partial year of data was available for FFY 2019, it is difficult to draw any comparisons between the two time periods.

Year	Cases Filed	Victims
FFY 2019 (Partial Year: June 1, 2019–Sept. 30, 2019)	8: 7 sex trafficking; 1 labor trafficking	11: 8 adults; 3 juveniles
FFY 2020 (Oct. 1, 2019–Sept. 30, 2020)	25: 15 sex trafficking; 1 labor trafficking; 9 both sex and labor trafficking	50: 10 minors (sex trafficking); 15 adults (sex trafficking); 25 adults (both sex and labor trafficking)

Data Source: Denver District Attorney’s Office.

³⁸ “OVC FY 2021 Enhanced Collaborative Model Task Force to Combat Human Trafficking,” Office for Victims of Crime, last modified May 12, 2021, accessed November 5, 2021, <https://ovc.ojp.gov/funding/opportunities/o-ovc-2021-96004>.

³⁹ The Council is reporting on a partial year’s data to remain consistent with FFY 2019 and the reporting period for other ECM partners.

Year	Active Investigations	Arrests
FFY 2019 (Partial Year: June 1, 2019–Sept. 30, 2019)	14: 10 sex trafficking; 2 labor trafficking; 2 both sex and labor trafficking	3 (all sex trafficking)
FFY 2020 (Oct. 1, 2019–Sept. 30, 2020)	68: 61 sex trafficking; 7 labor trafficking	14 (all sex trafficking)

Data Source: Denver Police Department.

Human Trafficking and Related State Judicial Case Information

Another measure of local counter-trafficking efforts is the number of filings of human trafficking statutes and the outcome of state judicial human trafficking cases. Table 11 provides a breakdown of the number of times charges using the human trafficking statutes were filed, along with the overall number of cases involving human trafficking statutes from CY 2018 to CY 2020. A filing refers to an instance in which a charge of one of the three human trafficking statutes was filed. A case refers to a criminal case against an individual or individuals, which can include multiple filings of human trafficking and other criminal charges.

	2018	2019	2020	Totals
Statutes	# of Filings	# of Filings	# of Filings	# of Filings
Involuntary Servitude § 18-3-503 ^a	4	7 ^b	3	14
Sexual Servitude—Adult § 18-3-504	8 ^b	12 ^b	17	37
Sexual Servitude—Minor § 18-3-504(2)	38	33 ^b	14	85
Total Filings (cases)	50 (32 ^c total cases)	52 ^b (30 ^d total cases)	34 (21 total cases)	136 (83 total cases)

Data sources: All case filings containing formal human trafficking statutes were queried using the Judicial Branch’s Integrated Colorado Online Network (ICON) information management system via the Colorado Justice Analytics Support System (CJASS).

^a While there were multiple filings and convictions of § 18-3-503 since it was enacted in 2014, based on conversations with the prosecuting attorneys, all but six filings were related to sex trafficking or sex crimes. Of the filings of involuntary servitude not related to sex trafficking or sex crimes, one resulted in the defendant’s plea to other charges, one resulted in a conviction for involuntary servitude and one filing from 2019 and three filings from 2020 are still pending.

^b The count of filings are higher than reported in the Colorado Human Trafficking Council’s *2020 Annual Report*, as additional filings were made for cases filed in 2018 and 2019, and one case originally filed in 2019 did not have filings for human trafficking until 2020.

^c One case in 2018 was consolidated with another existing case.

^d One case originally filed in 2019 did not have filings for human trafficking until 2020.

As Table 11 demonstrates, the number of filings using the human trafficking statutes has decreased over the past three years, with 32 total cases in 2018, 30 in 2019, and 21 in 2020. Of the 83 cases filed between 2018 and 2020, 57 cases, or 69%, were filed in the Denver metro area,⁴⁰ 17 cases (20%) were filed in the 4th Judicial District⁴¹ and the remaining 9 cases (11%) were filed elsewhere in the state. One filing in the 2nd Judicial District (Denver County) from 2018 resulted in a conviction for involuntary servitude, as featured in the breakout box below.

Denver DA's Office Receives First Conviction for Involuntary Servitude

The Denver District Attorney's Office successfully obtained its first conviction of human trafficking for involuntary servitude (§ 18-3-503) in July 2021, under Chief Deputy District Attorney Lara Mullin. The defendant, Jacob Sullentrop-Werner, received a sentence of 14 years in prison as a result of this conviction. The success of this prosecution stemmed from several factors: a sophisticated investigation, community support of the survivor and a nuanced understanding of human trafficking and Colorado's human trafficking statutes. Instead of relying heavily on the victim's testimony, the investigators obtained substantial independent evidence for the case, including internet browsing history and digital media. The community's support of the survivor in the case empowered the survivor to cooperate with the investigation for over three years. The survivor was connected to and accessed human trafficking-specific services, which allowed them to gain independence and move on with their life. Support from these services enabled the survivor to be in a position to continue to participate in the case. Finally, the Denver Police Department's and Denver DA's Office's nuanced understanding of human trafficking and Colorado's human trafficking statutes also played an important role in this case. Initially presented as misdemeanor harassment, the case was quickly identified as more complicated and ultimately charged as human trafficking. This was a complex case in which Sullentrop-Werner forced his wife to engage in sex with his friends and strangers for the purpose of exerting his control over her, not for remuneration. This control was part of a decade of physical and verbal abuse. This case illustrates how a case can have indicators for both sex and labor trafficking and how there are many types of labor trafficking. Ultimately, the facts of the case indicated that this was a situation of human trafficking for involuntary servitude, and the defendant was held accountable for the full scope of his actions.

Source: Denver District Attorney's Office

⁴⁰ Denver metro area jurisdictions include the 1st, 2nd, 17th and 18th Judicial Districts.

⁴¹ The 4th Judicial District includes El Paso and Teller Counties.

As Figure C shows, there have been 46 cases with convictions for human trafficking since the new human trafficking statutes went into effect in July 2014. Of those convictions, only 9% of cases with human trafficking convictions were for human trafficking for involuntary servitude (§ 18-3-503). The remaining 40 cases with human trafficking convictions were for human trafficking for sexual servitude (§ 18-3-504, § 18-3-504(2) or both).

Figure C: Breakdown of Cases with a Human Trafficking Conviction, by Human Trafficking Statute, CY 2014–2020

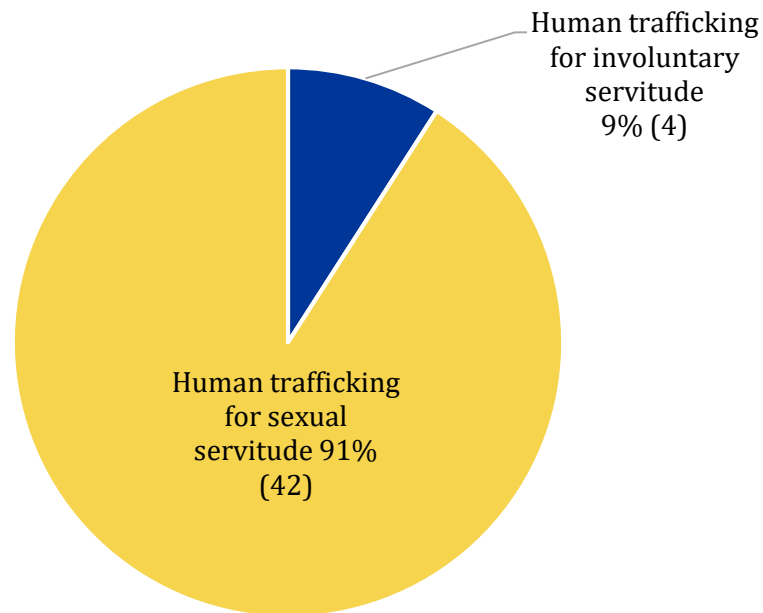
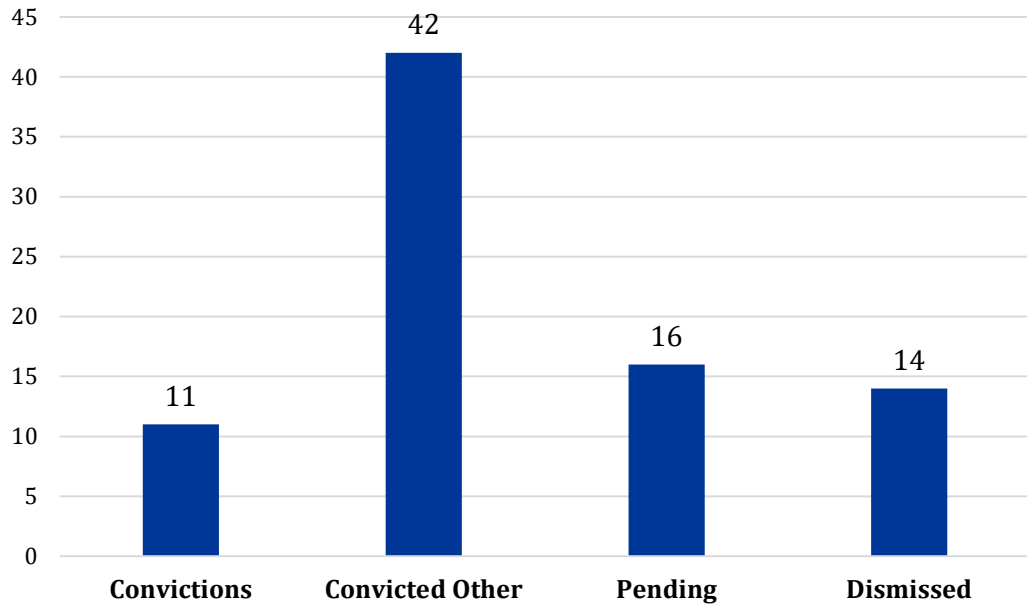


Figure D provides a breakdown of how the 83 human trafficking cases from CY 2018 to CY 2020 were resolved. Eleven cases resulted in a human trafficking conviction. The majority of cases (42) involving a charge of human trafficking resulted in the defendant's conviction on other related sex charges. Fourteen cases involving a human trafficking filing were dismissed, and the outcomes of 16 cases were still pending at the writing of this report.

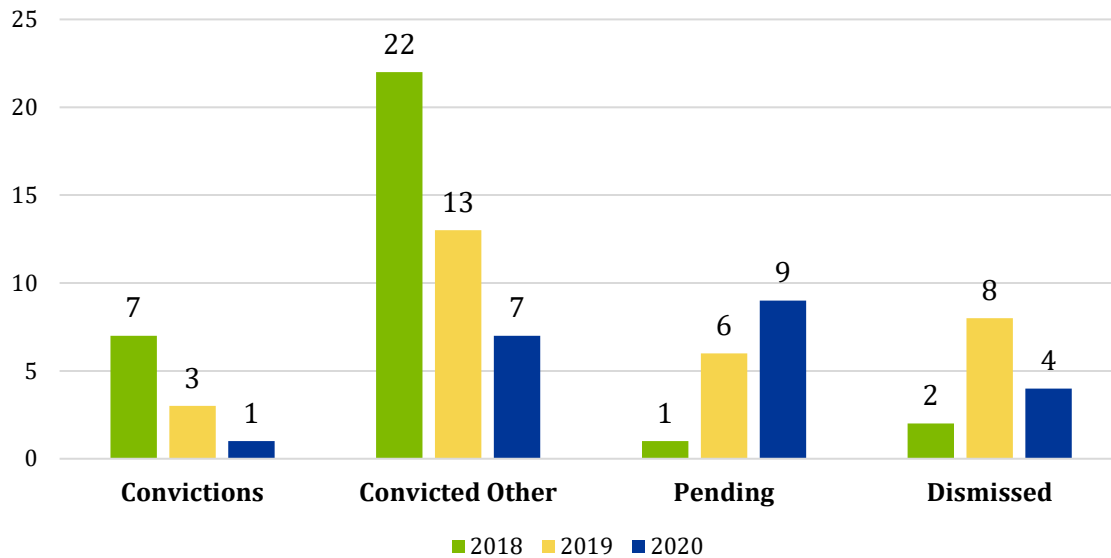
Figure D: Dispositions for Cases Involving a Human Trafficking Charge, CY 2018–2020



Data source: The number of total cases was calculated using information obtained through the Judicial Branch’s ICON information management system via the CJASS. The case status for each filing was last obtained from the Colorado State Courts – Data Access system on December 7, 2021, by the Division of Criminal Justice (DCJ) staff.

Figure E provides the resolution of cases as well as a detailed breakdown of the distribution of case outcomes in each category (e.g., human trafficking conviction, other conviction, dismissal, etc.) by year the case was filed. It is important to note that the pending category contains the majority of cases filed in 2020 (9) as these cases were still pending at the writing of this report. The delay can be attributed to the hold on trials that has resulted from the COVID-19 pandemic, creating a backlog of cases in the court system.

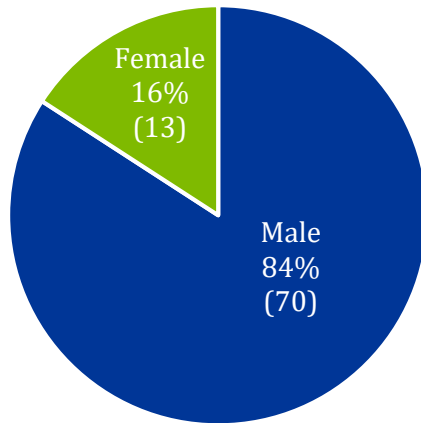
Figure E: Dispositions for Cases Involving a Human Trafficking Charge, Breakdown by Type of Disposition for Each Year, CY 2018–2020



Data source: The number of total cases was calculated using information obtained through the Judicial Branch’s ICON information management system via the CJASS. The case status for each filing was last obtained from the Colorado State Courts – Data Access system on December 7, 2021 by the DCJ staff.

Figure F provides the gender breakdown of those charged with human trafficking over the three-year period. The gender breakdown of those convicted of the crime is not depicted, as all eleven individuals convicted of human trafficking during the CY period of 2018 to 2020 were male. The Council opted not to provide a racial analysis of defendants charged with and convicted of human trafficking offenses because the judicial database systematically collects race but not ethnicity data. In using secondary race data, the Council had concerns about how the staff entering demographic data determined a defendant’s racial category and whether race was assessed in the same way by each staff and across all jurisdictions.

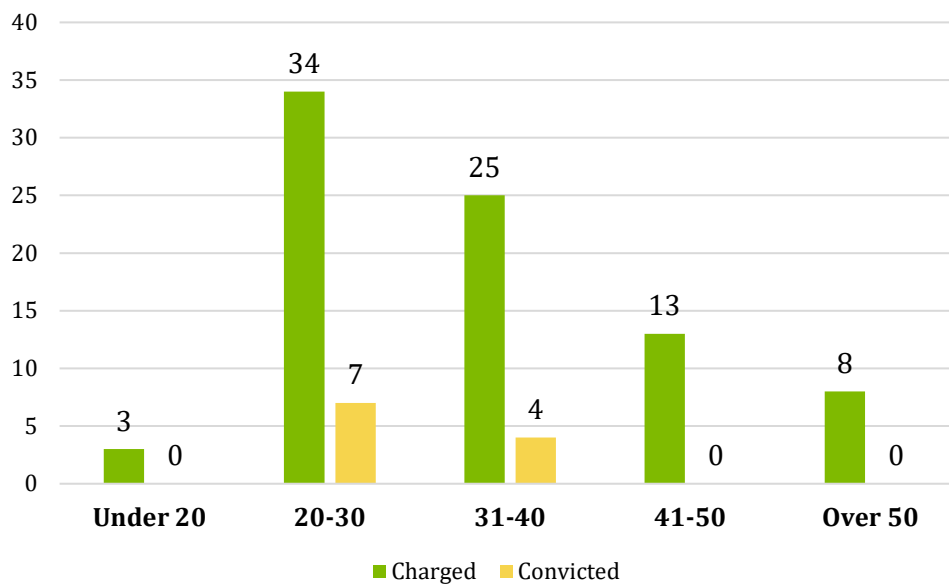
Figure F: Breakdown of Those Charged with Human Trafficking by Gender, CY 2018–2020



Data source: The Colorado Judicial Branch’s ICON information management system via the CJASS. These data were obtained on December 7, 2021.

Figure G represents the age of those charged with and convicted of human trafficking from CY 2018 to CY 2020. Consistent with all past reporting data, the highest concentration of defendants charged with and convicted of human trafficking is in the 20-to-30-year-old cohort.

Figure G: Defendants Charged with/Convicted of Human Trafficking by Age at Offense, 2018–2020*

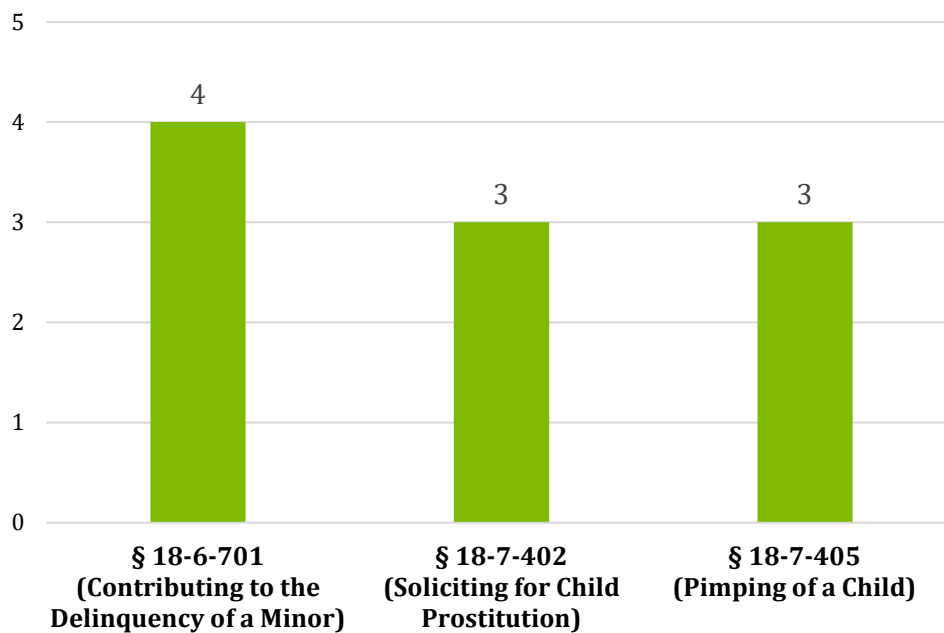


Data source: The Colorado Judicial Branch’s ICON information management system via the CJASS. These data were obtained on December 7, 2021.

* One of the three defendants charged with human trafficking in the “Under 20” category was a minor (i.e., under the age of 18) at the time of the offense and at the time charges were filed.

For those who were found guilty of human trafficking, the Council also considered what other charges they were convicted of. Figure H features the top three ancillary charges that human traffickers were convicted of, in addition to human trafficking. This figure is limited to the eleven criminal cases in which a conviction of involuntary or sexual servitude was reached, from CY 2018 to CY 2020. As is demonstrated in the figure, the top three ancillary charges were contributing to the delinquency of a minor, soliciting for child prostitution and pimping of a child.

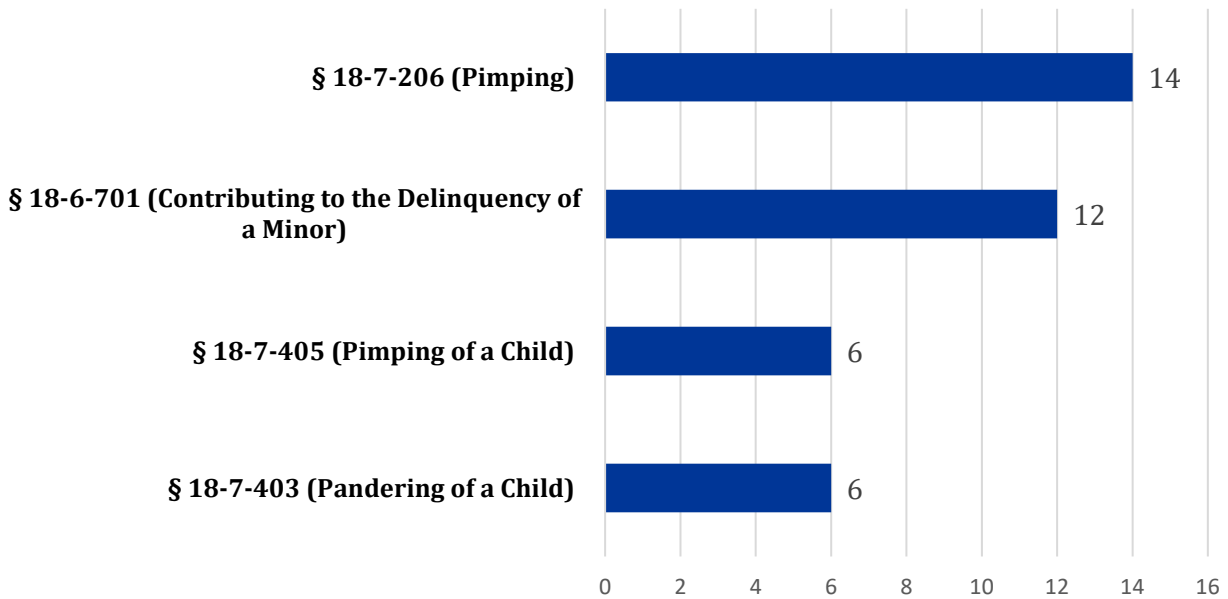
Figure H: Top Three Ancillary Charges on Which Defendants Convicted of Human Trafficking Were Also Convicted



Data source: The Colorado Judicial Branch’s ICON information management system via the CJASS. These data were obtained on December 7, 2021.

Additionally, the Council evaluated the cases where the defendant was originally charged with human trafficking but convicted on other charges. In these cases, as noted in Figure I, the top four charges on which defendants were convicted include soliciting for pimping, contributing to the delinquency of a minor, pimping of a child and pandering of a child.

Figure I: Top Four Convictions for Defendants Charged with a Human Trafficking Crime but Convicted on Other Charges



Data source: The Colorado Judicial Branch’s ICON information management system via the CJASS. These data were obtained on December 7, 2021.

Finally, the Council evaluated the sentencing outcomes for those convicted of human trafficking since the inception of the 2014 statutes.⁴² Of the 46 cases involving a human trafficking conviction between calendar years 2014 and 2020, four defendants were sentenced to probation, while 38 received a Department of Corrections (prison) sentence. Another four defendants received both a Department of Corrections sentence and a probation sentence. The average human trafficking conviction for defendants receiving a prison sentence is 40.49 years, and the median sentence is 18 years. The high sentencing average primarily results from three particularly long sentences of 248 years, 400 years and 304 years, which were handed down in 2016, 2017 and 2020 respectively. The average sentence for defendants that received probation is 4.75 years.⁴³ The average sentences for individuals who received both a prison sentence and a probation sentence are 25.25 years in prison and 13.75 years of probation following the prison term.

⁴² These data were obtained from the Colorado Judicial Branch’s ICON information management system via the CJASS, on December 7, 2021.

⁴³ This average is based on the sentencing for all charges on which a defendant is convicted if that defendant was convicted on formal human trafficking statutes.

Role of Victim Service Providers in Identifying and Responding to Human Trafficking

The Council also collected data on the activities of Colorado-based service providers who identify and meet the complex needs of trafficking survivors living in or having ties to Colorado. Unlike the trend of previous years when service providers universally reported serving more clients with labor trafficking cases, the most recent breakdown of the type of clients served varied depending on the service provider. One service provider reported more labor trafficking clients, and two other service providers reported a higher number of sex trafficking clients.

U.S. Department of Justice, Office for Victims of Crime-Funded Organizations

The United States has an array of federal grants that fund programming to address human trafficking and provide services to survivors. These include “funding opportunities to strengthen prevention, assist with victim identification, and provide services to survivors of human trafficking” administered by the Office on Trafficking in Persons (OTIP), Administration of Children and Families at the Department of Health and Human Services.⁴⁴ In addition, DOJ’s Office for Victims of Crime (OVC) has several grant programs, including the ECM to Combat Human Trafficking, Comprehensive Services for Victims of All Forms of Human Trafficking, Specialized Services for Victims of Human Trafficking, Housing Assistance Grants for Victims of Human Trafficking, Improving Outcomes for Child and Youth Victims of Human Trafficking, Integrated Services for Minor Victims of Trafficking, Services for Minor Victims of Labor Trafficking, Project Beacon: Increasing Services for Urban American Indian and Alaskan Native Victims of Sex Trafficking, Increasing Legal Access to Victims of Crime and Field-Generated Innovations in Assistance to Victims of Human Trafficking.⁴⁵

Table 12 provides a breakdown of victims served by new and open cases and by immigration status for clients served nationally through OVC grants in FFY 2018, 2019 and 2020.

⁴⁴ “Human Trafficking: Grants & Funding,” Office for Victims of Crime, last modified May 1, 2020, accessed October 12, 2020, <https://ovc.ojp.gov/program/human-trafficking/grants-funding>.

⁴⁵ Ibid.

Table 12: National OVC-Funded Programs, Numbers of Victims Served, FFY 2018-2020					
National					
FFY Year	Open Cases	Of Open Case Load, # of New Cases	Percentage of Open Cases for Foreign National Clients	Percentage of Open Cases for U.S. Citizen/ Legal Permanent Resident Clients	Percentage of Open Cases for Unknown Clients
2018	8,913	4,739	28%	72%	
2019	8,375	5,090	35%*	62%*	2%
2020	9,854	5,968	37%	61%	2%

Data sources: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2019, 2020 and 2021).

* In 2019, the status of 2% of victims was unknown. These percentages do not add up to 100% due to rounding.

At the national level, in FFY 2020, DOJ provided \$74.6 million for 133 awards to support victim assistance programs across the country.⁴⁶ These grant recipients served more clients in FFY 2020 than they did during the previous year: 9,854 clients were served, up from 8,375 in FFY 2019.⁴⁷

Over the past several years, as OVC funding has increased and Colorado organizations have successfully obtained these funds, Colorado’s service provision and responses to human trafficking have expanded. During FFY 2020, six nonprofits in Colorado received OVC grants for housing and direct services to human trafficking survivors. Data from three of these organizations are available in this report. Two of the organizations had not begun serving clients under their grant during FFY 2020, and one organization did not start work on their grant until January 2021. The Council will include the data from all six organizations in its future annual reports.

Table 13 below includes the breakdown of victims served in Colorado from FFY 2018 to FFY 2020. (OVC’s fiscal year for grantees begins on October 1 and ends on September 30.) The OVC-funded programs included legal services, case management and social services for all human trafficking survivors. These service providers were funded through the ECM, Comprehensive Services for Victims of All Forms of Human Trafficking and Services for Victims of Human Trafficking programs.

The numbers in Table 13 below do not represent unique victims served, as some individuals were served by multiple organizations.

⁴⁶ The U.S. Department of State, *2021 Trafficking in Persons Report*, p. 587.

⁴⁷ Ibid.

Table 13: OVC-Funded Programs, Numbers of Victims Served, FFY 2018–2020

Table 13: OVC-Funded Programs, Numbers of Victims Served, FFY 2018–2020												
	Colorado Organization 1				Colorado Organization 2*				Colorado Organization 3			
Year	Breakdown of Victim Profile											
	Open Cases	Of Open Case Load, # of New Cases	Foreign Nationals	U.S. Citizen/LPR	Open Cases	Of Open Case Load, # of New Cases	Foreign Nationals	U.S. Citizen/LPR	Open Cases	Of Open Case Load, # of New Cases	Foreign Nationals	U.S. Citizen/LPR
2018	81	22	75	6	35	18	22	13				
2019	120	33	112	8	67	50	30	37	5	5	3	2
2020	136	27	127	9	96	66	46	50	33	30	14	19

Data Source: Colorado data were obtained from the three Colorado-based grantees of the U.S. DOJ/OVC Human Trafficking Service Grant.

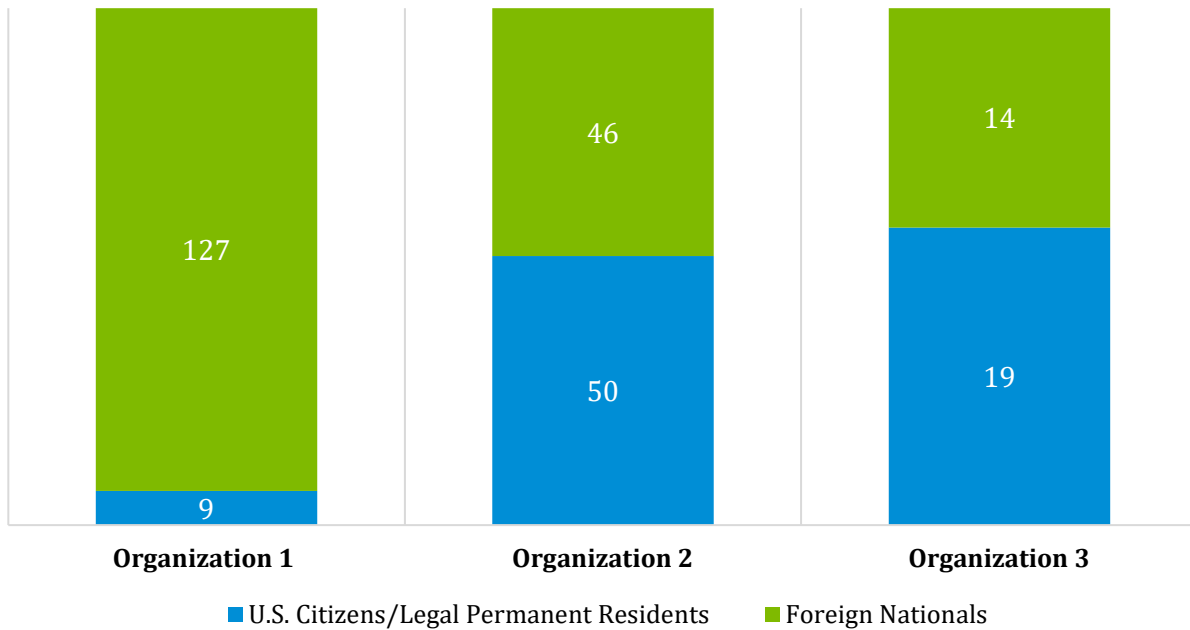
*During FFY 2019, Organization 2 had two active grants from OVC. Only the data from FFY 2019 are included in the report because the data could not be de-duplicated to produce data on unique clients.

At the state level, Figure J represents the immigration status of Colorado OVC clients for FFY 2020, Figure K provides the Colorado OVC client breakdown by gender for FFY 2020 and Figure L represents the distribution by type of case for FFY 2020.

In FFY 2020, two of three OVC grantees supported more U.S. citizens/legal permanent residents than foreign national clients, while one OVC grantee reported providing services to more foreign nationals than U.S. citizens/legal permanent residents.⁴⁸ It should be noted that, since OVC groups U.S. citizens and legal permanent residents into one category, the actual size of Colorado’s foreign-born human trafficking population is likely greater than shown in the table.

⁴⁸ The numbers reported do not represent unique victims served, as some individuals were served by multiple organizations.

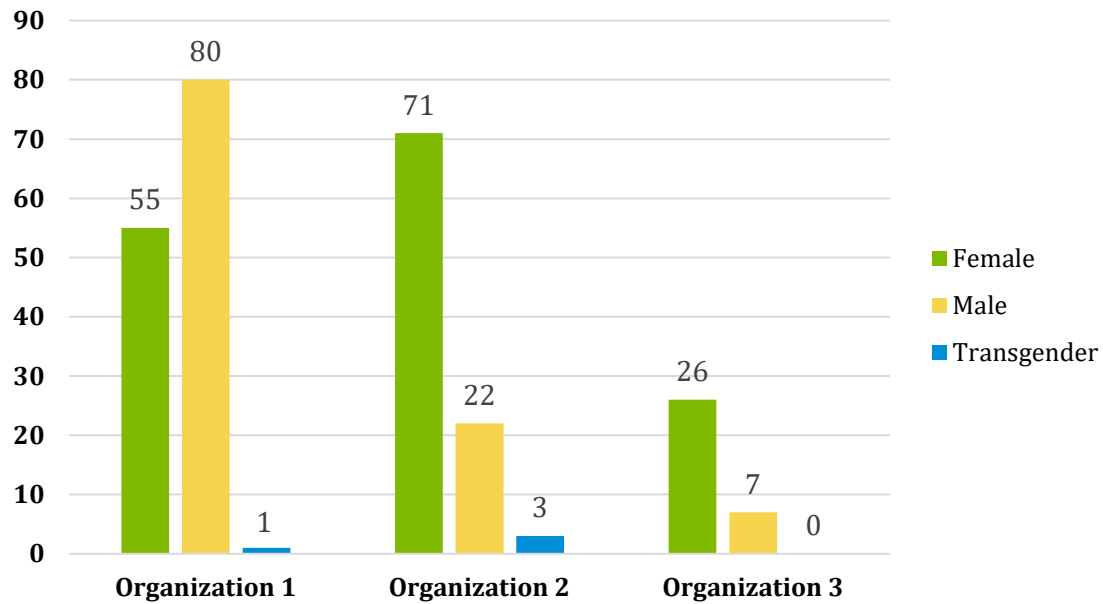
Figure J: Distribution of Colorado OVC Clients by Immigration Status, FFY 2020



Data Source: Colorado data were obtained from the three Colorado-based grantees of the U.S. DOJ/OVC Human Trafficking Service Grant.

During FFY 2020, Organization 1 reported providing services to more male clients than female clients, and the other two organizations reported serving more female than male clients. For FFY 2020, both Organization 1 and Organization 2 provided services to transgender clients. Because the data in Figure K do not represent unique clients, the Council could not clearly characterize trends related to clients' gender.

Figure K: Gender Breakdown of Colorado OVC Clients, FFY 2020

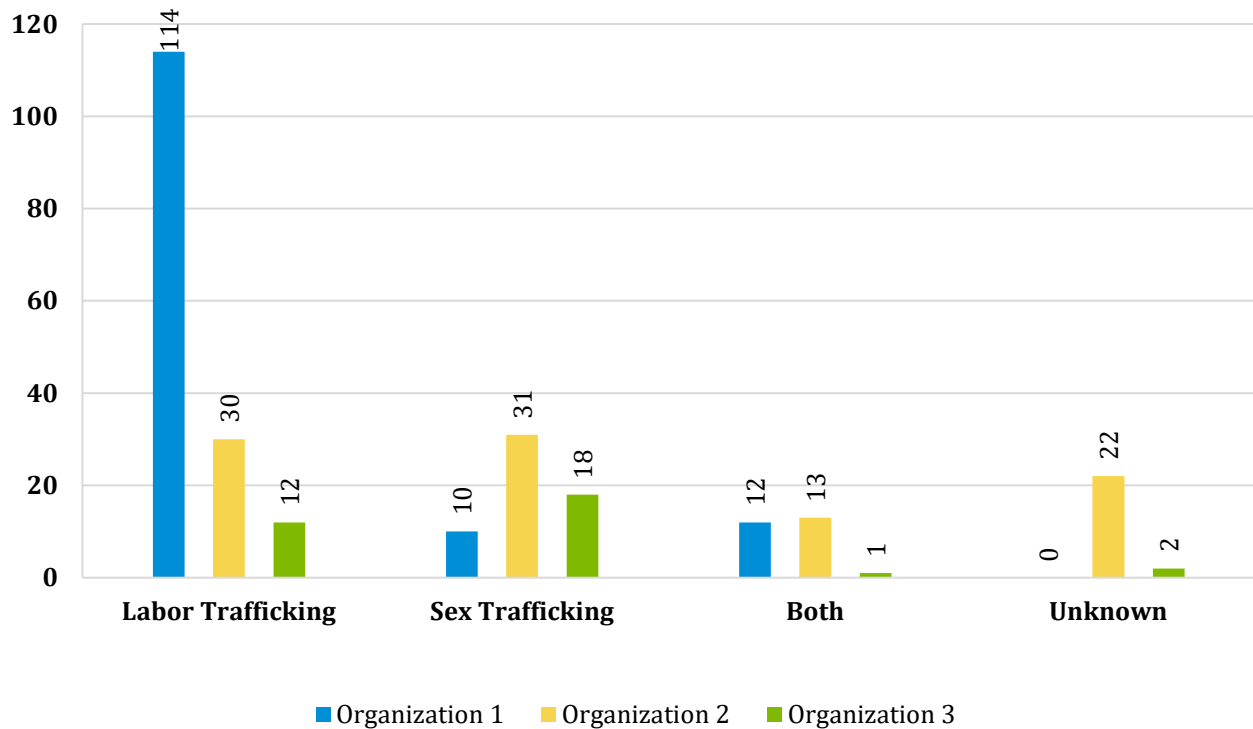


Data source: Colorado data were obtained from the three Colorado-based grantees of the U.S. DOJ/OVC Human Trafficking Service Grant.

As Figure L reflects, two Colorado OVC grantees reported serving slightly more sex trafficking than labor trafficking survivors⁴⁹ for FFY 2020 (for known types of trafficking). One of these service providers also reported several clients whose trafficking type was unknown. The third Colorado OVC grantee reported serving significantly more labor trafficking clients than other types of human trafficking clients for FFY 2020. These reports demonstrate a departure from previous trends, in which all grantees reported that they provided services to a higher number of labor trafficking clients than sex trafficking clients.

⁴⁹ The numbers reported do not represent unique victims served, as some individuals were served by multiple organizations.

Figure L: Distribution of Colorado OVC Clients by Type of Case, FFY 2020



Data Source: Colorado data were obtained from the three Colorado-based grantees of the U.S. DOJ/OVC Human Trafficking Service Grant.

Identifying Human Trafficking of Children/Youth by State and County Departments of Human Services

Legislation Related to Human Trafficking and Child Welfare

In 2014, the U.S. Congress passed the Preventing Sex Trafficking and Strengthening Families Act (Public Law 113-183). With its passage came new requirements and responsibilities for child welfare agencies nationwide. Among them are the use of tools to better identify children/youth who are at high risk for human trafficking within child welfare systems, and new responsibilities to: (1) report allegations of the sexual servitude of a minor to law enforcement; (2) document and annually report to the federal government on the number of victims the agency identified; and (3) develop protocols and practices to serve trafficked children/youth within the agency's care, including a method for locating and responding to children who are missing from state care.⁵⁰

⁵⁰ Preventing Sex Trafficking and Strengthening Families Act, Public Law 113-183, 113th Congress, September 29, 2014, <https://www.congress.gov/113/plaws/publ183/PLAW-113publ183.pdf>.

In 2018, the Family First Prevention Services Act (Family First) passed into federal law, changing policy and funding priorities for children who experience abuse and neglect.⁵¹ The act emphasizes placement into a family-like setting and requires quality standards for congregate-care (i.e., out-of-home) housing for children:

Under Family First, states may continue to receive federal reimbursement for children in congregate care only if the setting is specified as one of the following: a Qualified Residential Treatment Program (QRTP)—a placement setting newly defined in Family First; a program designed for pregnant or parenting youth; a supervised independent living setting; or a placement providing high-quality residential care and supportive services to children and youth who are found to be, or are at risk of becoming, sex trafficking victims.⁵²

Colorado has completed the drafting of rules for both the definition of the human trafficking population as well as criteria for providers responsible for providing services to children and youth who are at risk for or survivors of sex trafficking, as required by Family First. This language was submitted to the Federal Administration for Children and Families, Children's Bureau on September 29, 2021.

At the state level, Colorado passed House Bill (HB) 16-1224 in 2016, which expanded the definition of child abuse and neglect to include subjection to human trafficking of a minor for sexual servitude and commercial sexual exploitation of children. It mandated an immediate response of social service provision from county and state departments of human services when a child or youth “has been a victim of intrafamilial, institutional, or third-party abuse or neglect in which he or she has been subjected to human trafficking of a minor for sexual servitude ... or commercial sexual exploitation of a child.”⁵³ In addition, this 2016 law requires all county departments of human services to report suspected and identified cases of sexual servitude of a minor to local law enforcement within 24 hours. It also requires the use of a uniform screening tool “to identify children who are victims of human trafficking for sexual

⁵¹ Paula Costa Collins and Heather Baker, “Family First Prevention Services Act: High Quality Service Standards for Specialized Settings,” Public Consulting Group, September 3, 2020, p. 5, <http://familyfirstact.org/resources/family-first-high-quality-service-standards-specialized-settings>.

⁵² Ibid.

⁵³ Action upon report of intrafamilial, institutional, or third-party abuse - investigations - child protection team - rules - report, C.R.S. § 19-3-308(4)(c).

servitude or commercial sexual exploitation of a child, or who are at risk of being such victims.”⁵⁴ The Colorado Department of Human Services opted to have all counties use a uniform tool, the Colorado High-Risk Victim (HRV) Identification Tool, to meet this aspect of the law. The provisions of this law went into effect on January 1, 2017.⁵⁵

Senate Bill (SB) 19-185 expanded the definition of child abuse and neglect to include involuntary servitude of a minor (i.e., labor trafficking) and requires county departments of human services to assess and respond to labor trafficking cases involving a minor. This law went into effect on January 1, 2020, and CDHS added data collection capabilities to its Trails⁵⁶ database. In 2021, CDHS drafted new rules and guidance⁵⁷ for county departments of human services on addressing labor trafficking of minors. County departments of child welfare are now required to assess child abuse/neglect referrals for instances of labor trafficking and open an assessment if the referral meets the defined criteria. CDHS must also cross-report these instances to law enforcement. Due to this change, this report is now able to include new data on labor trafficking of minors.

Role of Colorado Counties' Departments of Human Services in Identifying Human Trafficking of Children/Youth

As a recipient of the DOJ/OVC *Improving Outcomes for Child Youth Victims of Human Trafficking* grant, CDHS provided additional support to build human trafficking service capacity in target regions of the state and to bolster CDHS's response to child trafficking across the state. As part of this grant, CDHS and the Colorado Department of Public Safety's (CDPS) Division of Criminal Justice formed a partnership to track and report on child welfare-based human trafficking data. As a result of this partnership, the Council's report includes child welfare data on its efforts to respond to and identify situations of human trafficking.

⁵⁴ Concerning Child Abuse Involving Human Trafficking of Minors Act, HB 16-1224 (2016).

⁵⁵ Ibid.

⁵⁶ Colorado Department of Human Services – Child Welfare Database

⁵⁷ Colorado Secretary of State's Code of Regulations, *Department of Human Services' Social Services Rules: Overview of Child Welfare Services*, 12 CCR 2509-1 (Denver: Colorado Secretary of State), effective September 1, 2021, accessed October 26, 2021, <https://www.sos.state.co.us/CCR/GenerateRulePdf.do?ruleVersionId=9694&fileName=12%20CCR%202509-1>; Colorado Secretary of State's Code of Regulations, *Department of Human Services' Social Services Rules: Referral and Assessment*, 12 CCR 2509-2 (Denver: Colorado Secretary of State), effective July 30, 2021, accessed October 26, 2021, <https://www.sos.state.co.us/CCR/GenerateRulePdf.do?ruleVersionId=9629&fileName=12%20CCR%202509-2>.

In 2019, Colorado Senate Bill 19-185 added “human trafficking of a minor for involuntary servitude,” commonly referred to as “labor trafficking of a child,” as a form of child abuse and neglect⁵⁸ in C.R.S. § 19-1-103. In 2020, the Division of Child Welfare at CDHS began collecting data on the labor trafficking of children and youth as counties were required to screen reports of child abuse and neglect for indicators of labor trafficking of a child. New CDHS rule started requiring counties to open an assessment if a referral contained allegations of child labor trafficking. Additionally, screening questions regarding labor trafficking were added to the intake process for Colorado’s Child Abuse and Neglect hotline.⁵⁹

CDHS received 354 referrals of child abuse and/or neglect that referenced sex or labor trafficking in CY 2020, an increase from 334 referrals that referenced only sex trafficking in CY 2019 and 302 referrals that referenced sex trafficking in CY 2018. Referrals may specifically indicate concerns with sex or labor trafficking or could contain elements signaling high risk for sex or labor trafficking situations (such as frequent running behavior, family instability, etc.). After CDHS receives a referral for child abuse and/or neglect, they screen the initial information to determine jurisdiction and whether a preponderance of evidence⁶⁰ exists for counties to further assess.

Each referral is sent to the relevant county’s division of child welfare/human services agency, where a “RED⁶¹ team,” a cross section of agency workers and supervisors, reviews referrals from the previous day. Based on the evaluation of the RED team, a referral is accepted for assessment or screened out, based on legal criteria.

⁵⁸ Office of Children, Youth and Families, Division of Child Welfare, “Labor Trafficking as Child Abuse and Neglect” (Official Memorandum, OM-CW-2019-0024, Denver: Colorado Department of Human Services, 2019), https://drive.google.com/file/d/1Xg2sl1qSd_2XiVPIDubCw76X6dNjLdVR/view.

⁵⁹ Ibid.

⁶⁰ “To prove something by a ‘preponderance of the evidence’ means to prove that it is more probably true than not.” Colorado Judicial Branch, “Chapter 3: Evidence,” *Pattern Civil Jury Instructions* (Colorado: Colorado Judicial Branch, 2021), p. 2, https://www.courts.state.co.us/userfiles/file/Court_Probation/Supreme_Court/Committees/Civil_Jury_Instructions_Committee/2021/Chapter%203.pdf.

⁶¹ RED is an acronym for Review, Evaluate and Direct. The RED team is a group decision-making process that uses the framework and agency response guide to determine county department response to referrals. Defined in: Colorado Secretary of State’s Code of Regulations, *Department of Human Services’ Social Services Rules: Overview of Child Welfare Services*, 12 CCR 2509-1 (Denver: Colorado Secretary of State), effective September 1, 2021, p. 56, accessed October 26, 2021, <https://www.sos.state.co.us/CCR/GenerateRulePdf.do?ruleVersionId=9694&fileName=12%20CCR%202509-1>.

The possible outcomes of an assessment by county departments are:

1. **Founded:** “‘Founded’ means that the abuse and/or neglect assessment established by a preponderance of the evidence that an incident(s) of abuse and/or neglect occurred. ‘Founded’ can also be utilized in a referral when there is a law enforcement fatality investigation with no surviving child sibling, or a law enforcement investigation of a third party incident of abuse and/or neglect. ‘Founded’ and ‘confirmed,’ as used in C.R.S. 19-3-308 - 308.5, are interchangeable in these rules.”⁶²
2. **Unfounded:** “Unfounded means that the abuse and/or neglect assessment established that there is clear evidence that no incident of abuse and/or neglect occurred.”⁶³
3. **Inconclusive:** “Inconclusive means that the abuse and/or neglect assessment established that there was some likelihood that an incident(s) of abuse and/or neglect occurred but assessment could not obtain the evidence necessary to make a founded finding.”⁶⁴
4. **FAR:** “Family Assessment Response (FAR) means that the differential response track is established for low and moderate risk situations where no finding of abuse and/or neglect is made.”⁶⁵
5. **Program Area 4 (PA4):** Program for Youth in Conflict is when “services are provided to reduce or eliminate conflicts between a child/youth and their family members, which may include the community, when those conflicts affect the child/youth's well-being, the normal functioning of the family or the well-being of the community. The focus of services shall be on alleviating conflicts, protecting the child/youth, family, and the community, re-establishing family stability, and/or assisting the youth to emancipate successfully. Target groups for PA4 are children and youth who are beyond the control of their parents or guardians; and, children and youth whose behavior is such that there is a likelihood that they may cause harm to themselves or others or who have committed acts that could cause them to be adjudicated a delinquent child by the court.” There are no findings associated with an assessment that has a PA4 outcome.

⁶² Colorado Secretary of State’s Code of Regulations, *Department of Human Services’ Social Services Rules: Overview of Child Welfare Services*, p. 52.

⁶³ *Ibid.*, p. 58.

⁶⁴ *Ibid.*, p. 53.

⁶⁵ *Ibid.*, p. 51.

6. **Unable to Locate:** “The alleged victim child(ren) or youth in conflict are not located or reside in the State of Colorado;⁶⁶ The referral lacks sufficient information to locate the alleged victim child(ren) or youth in conflict.”⁶⁷

Of the 354 referrals with a concern related to sex or labor trafficking of a minor in CY 2020, 136 were “screened in” or met the criteria for assessment.⁶⁸ In CY 2020, the child welfare divisions of county human services departments accepted 160 referrals for assessment. (Some of the referrals came in during the previous year, which is why this number exceeds 136, the number screened in from referrals in CY 2020.) The 160 referrals for assessment represent an increase from 130 assessments accepted at the county level in CY 2019. CDHS defines an “assessment”⁶⁹ as “the work conducted by a case worker to engage the family and the community to gather information to identify the safety, risks, needs and strengths of a child, youth, family, and community to determine the actions needed.” The term “assessment” is interchangeable with the term “investigation.”⁷⁰ It is important to note that although these referrals were received with a concern related to sex or labor trafficking of a minor, they may have ultimately have been investigated for a different form of child abuse or neglect. Of the 160 sex or labor trafficking referrals that were accepted for assessment; 22 were substantiated (founded) for child abuse or neglect, not necessarily human trafficking; 24 were closed with no findings; 101 were not substantiated; nine were determined to have an alternative response, referred to as FAR;⁷¹ and the remaining four were pending.

⁶⁶ Colorado Secretary of State’s Code of Regulations, *Department of Human Services’ Social Services Rules: Referral and Assessment*, p. 10.

⁶⁷ Ibid.

⁶⁸ “Screened in” and “accepted for assessment” mean the same thing and are used interchangeably.

⁶⁹ Colorado Secretary of State’s Code of Regulations, *Department of Human Services’ Social Services Rules: Overview of Child Welfare Services*, p. 47.

⁷⁰ “ ‘Assessment’ and ‘investigation,’ as used in Sections 19-3-308 - 19-3-308.5, C.R.S., are interchangeable in these rules.” Colorado Secretary of State’s Code of Regulations, *Department of Human Services’ Social Services Rules: Overview of Child Welfare Services*, p. 47.

⁷¹ These assessments are identified as being low to moderate risk and do not have an outcome or disposition. Families who qualify as alternative response are offered supportive services. The two response options in a differential response program are the High Risk Assessment and the Family Assessment Response (FAR).

Assessment Overall Finding	Count
Unsubstantiated	101
Closed – no findings	24
Substantiated (Founded)	22
Alternative Response	9
Pending	4
TOTAL	160

Data source: Colorado Department of Human Services.

At times, agencies investigated referrals for allegations⁷² that were not initially identified as sex or labor trafficking situations but, during the course of the investigation, were determined to be instances of sex or labor trafficking. For example, an agency investigated a child’s situation based on another form of abuse or neglect and later determined the child to be a victim of sex or labor trafficking. These assessments with multiple forms of abuse/neglect, including an allegation of sex or labor trafficking, are a separate group from the assessments discussed above that are referrals of child abuse and/or neglect that CDHS originally receives with an initial concern of sex or labor trafficking. It is important to note these assessments were investigated specifically for allegations of sex or labor trafficking.

In CY 2020, 89 assessments identified multiple forms of abuse/neglect, including an allegation of sex or labor trafficking, as compared to 57 cases with at least one allegation of sex trafficking in CY 2019 and 42 cases with at least one allegation of sex trafficking in CY 2018. Each assessment represented one unique client.

In CY 2020, over 84% of youth for whom an assessment was conducted identified as female. CDHS collects race and ethnicity data separately, and this variable therefore should be understood as separate for the purpose of this report. Of the 89 clients, 33% identified ethnically as Latino/a. The race data provided for CY 2020 indicated that 80% of clients identified as White and 13% identified as Black; the remaining 7% were categorized as other.⁷³

Table 15 provides a breakdown of the type of entity that initially reported the allegation of minor sex or labor trafficking to CDHS. This data point refers to the number of assessments, not

⁷² An allegation is a claim made by a reporting party that an instance of child abuse or neglect has occurred.

⁷³ Data source: Colorado Department of Human Services.

the total number of clients. Service providers, law enforcement, and the miscellaneous category of “other” were the sources for the majority of referrals (e.g., sources other than the named categories in the table).

Table 15: Source of Report for Allegation of Minor Sex Trafficking or Labor Trafficking, CY 2020		
Reporter Type (Sex Trafficking Assessments Only)	Assess Count	%
Service Provider	17	19%
Law Enforcement	15	17%
Other	14	16%
Community Stakeholder	10	11%
Health/Behavioral Health	10	11%
School Related	9	10%
State/County Staff	8	9%
Placement/Caregiver	6	7%
TOTAL	89	100%

Data source: Colorado Department of Human Services.

CDHS data also indicate that the majority of assessments (85%) took place in the 11 large counties in Colorado.⁷⁴

Table 16 presents the outcomes of the 89 individuals included in 89 assessments with at least one allegation of sex or labor trafficking. Nine assessments (10%) with at least one allegation of sex or labor trafficking were determined to be founded. All nine assessments were founded for sex trafficking. While the number of assessments determined to be founded stayed the same from CY 2019 to CY 2020, proportionally, the number of assessments founded decreased from 16% in CY 2019 to 10% in CY 2020. While nine assessments resulted in a “founded” outcome for sex trafficking, it is still possible that some of the other assessment findings have a situation of sex or labor trafficking. For example, if an assessment received an inconclusive finding, it could be a situation of sex or labor trafficking, but there may not have been enough evidence to reach the level of a “finding,” especially given that findings need to be determined within 60 days. Additionally, if a caseworker was unable to locate the client, there is no way to make a determination regarding the allegation of sex or labor trafficking because the assessment cannot be completed.

⁷⁴ A list of counties by size category is available in Appendix 1 on p. 136.

Table 16: Outcomes of Referrals of Child abuse and/or Neglect that Referenced Sex or Labor Trafficking, CY 2020	
Trafficking Allegation Finding	Count
Unfounded (including Unable to Locate)	61
FAR, PA4, Inconclusive	19
Founded (All Founded for Sex Trafficking)	9
TOTAL	89

Data source: Colorado Department of Human Services.

Another data point related to human trafficking that CDHS tracks is the number of times the HRV Tool was used. The HRV Tool screens for risk factors that apply to children and youth who are vulnerable to human trafficking. Counties are required to complete the HRV Tool if:

1. At any point during the referral, assessment or life of a case, a county department has reason to believe that a child/youth is or may be a victim of sex or labor trafficking.
2. At any time a child in the custody of the state runs away from care and subsequently returns/is recovered.

The HRV Tool is not prescriptive in nature but instead helps to identify areas of risk, allowing each county to utilize its resources to address the concerns raised by the tool. It is “intended to be used to supplement comprehensive screening, assessment and/or intake processes ... [but the] presence of multiple indicators on the checklist ... does not confirm [human] trafficking/victimization.”⁷⁵ To address the children/youth who were identified through the tool as high risk, nine counties created (or are in the process of creating) multi-disciplinary teams (MDTs). These MDTs conduct case reviews of the children/youth identified as high risk and develop individualized plans to address those concerns. In total, CDHS recorded 458 uses of the screening tool, involving 299 unique clients in CY 2020, a decrease from 528 uses and 363 unique clients in CY 2019. It should be noted that this count is exclusive of when the tool was used with a child welfare-involved child/youth and does not include screenings conducted by DYS.

⁷⁵ Colorado High-Risk Victim Identification Tool. See Appendix 2 on p. 137.

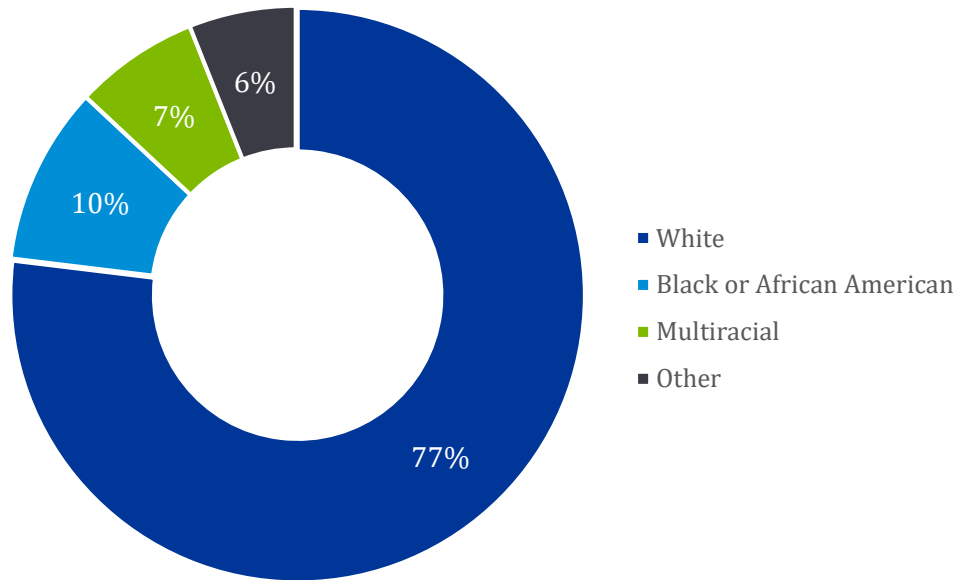
Available data do not provide information on the outcome of the screen, only that it was conducted. Table 17 provides a breakdown of how many times each of the 299 unique clients were screened using the HRV Tool in CY 2020. As the table indicates, 74% of clients were screened with the tool once, while 15% were screened with the tool twice and 11% were screened with the tool three times or more.

Table 17: HRV Tool Count Per Client, CY 2020		
Count Per Client	Client Count	%
1 Screening	221	74%
2 Screenings	44	15%
3 Screenings	16	5%
4+ Screenings	18	6%
TOTAL	299	100%

Data Source: Colorado Department of Human Services, Division of Child Welfare.

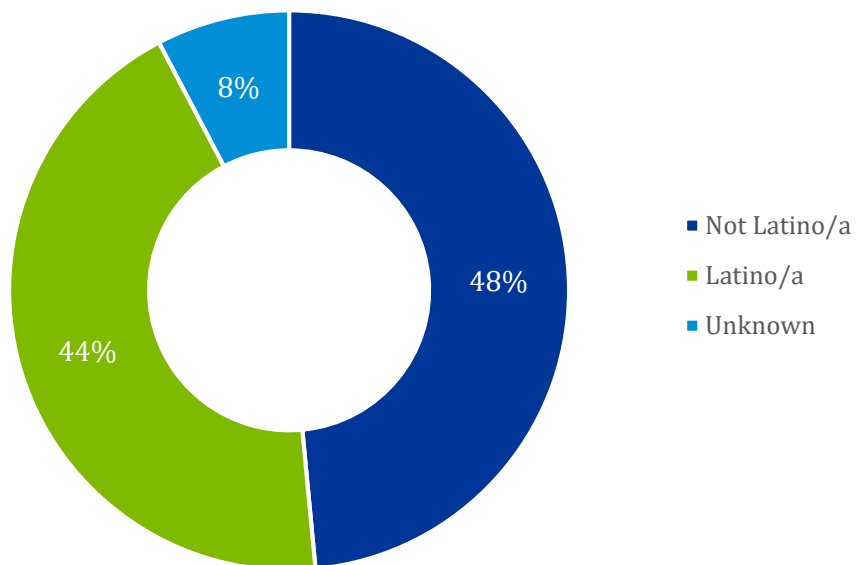
Figure M below provides a breakdown of the HRV Tool’s implementation by race of the children/youth within Colorado’s child welfare system. As the data show, the largest group of those screened using the HRV tool were: White, at 230 (or 77%); Black or African American, at 30 (or 10%); multiracial, at 21 (7%); and other, at 18 (or 6%). As previously noted, CDHS collects race and ethnicity data separately. Figure N includes a breakdown of the HRV Tool’s implementation by ethnicity of the children/youth within Colorado’s child welfare system. Of the 299 clients screened, 131 clients (44%) identified as Latino/a.

Figure M: Breakdown by Race of Children/Youth Screened with the HRV Tool, CY 2020



Data source: Colorado Department of Human Services, Division of Child Welfare.

Figure N: Breakdown by Ethnicity of Children/Youth Screened with the HRV Tool, CY 2020

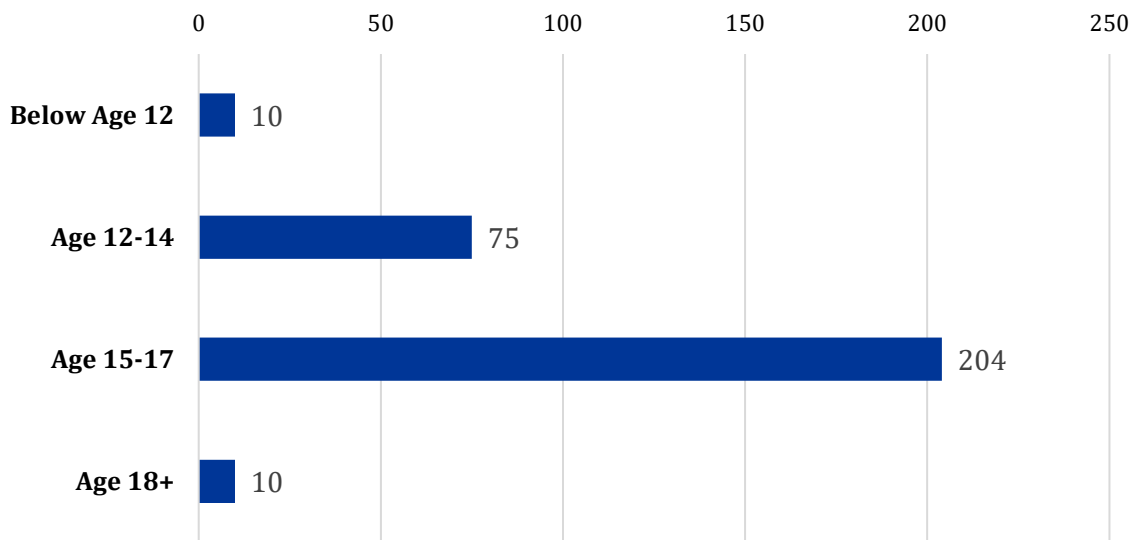


Data source: Colorado Department of Human Services, Division of Child Welfare.

The gender breakdown of children/youth who were screened with the HRV Tool has remained consistently even over the past three years. In CY 2020, 153 children/youth screened were female (51%) and 146 were male (49%). In CY 2019 and CY 2018, the gender breakdown was split evenly both years: 50% were female and 50% were male.

Figure O provides a breakdown by age. As Figure O shows, the vast majority of those who were screened with the HRV Tool were 15 to 17 years of age, followed by the 12-to-14 age group. This breakdown is consistent with the data from CY 2019 and CY 2018. In CY 2020, 10 children under age 12 were screened for human trafficking. Under certain circumstances, the DCW may maintain custody and/or work with youth between the ages of 18 and 21.⁷⁶ County workers are required to screen this population for trafficking using the HRV Tool if they meet the criteria outlined on p. 51. This information is reflected in Figure O.

Figure O: Breakdown by Age of Children/Youth Screened with the HRV Tool, CY 2020
Count of Children/Youth Screened for Human Trafficking

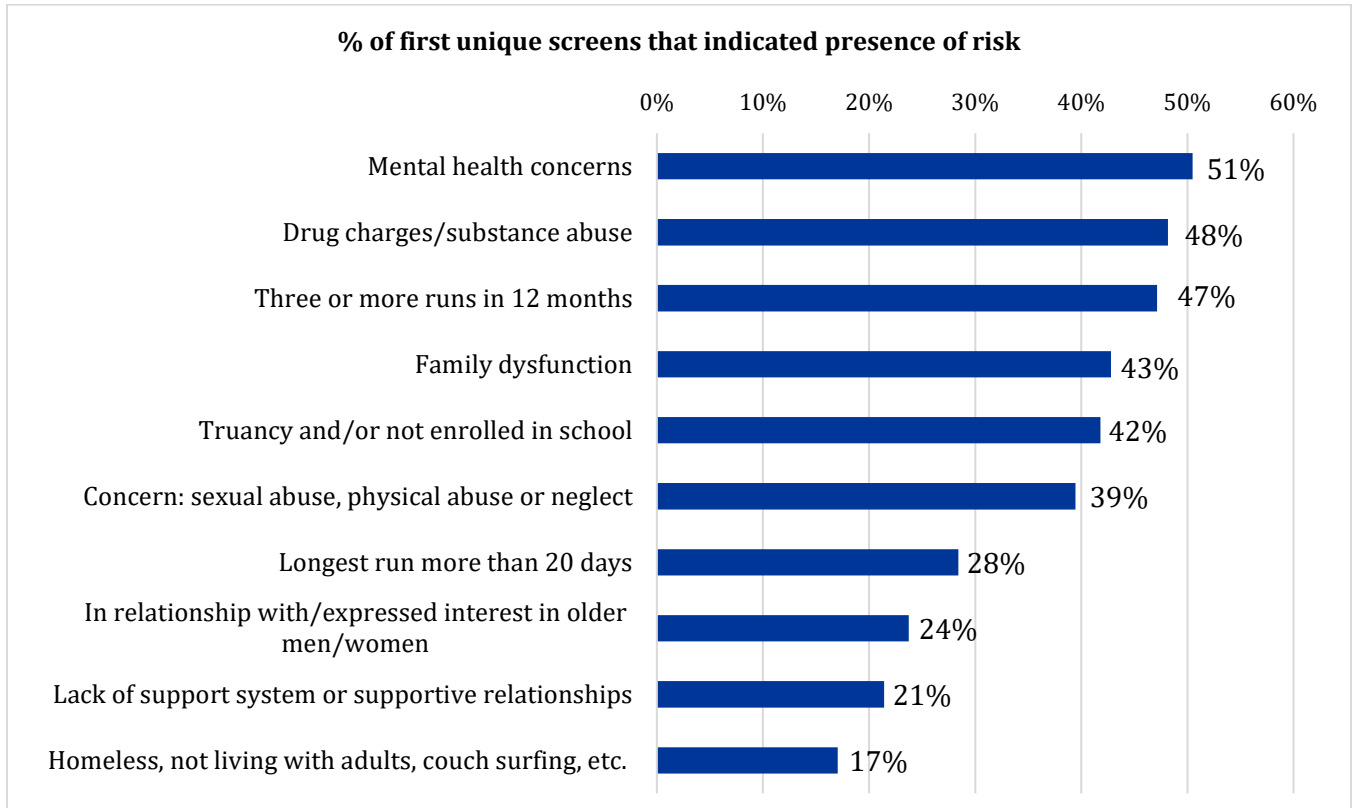


Data source: Colorado Department of Human Service, Division of Child Welfare.

Figure P illustrates the top 10 risk factors from the HRV Tool, in order from the highest percentage of presence of the listed risk to the lowest. These numbers represent the percentage of total unique clients who had an indication of a risk presence during their first unique screening. In total, 299 unique clients were screened.

⁷⁶ Youth between the ages of 18 and 21 are considered “aging out” of care. Services are primarily offered through the Chaffee/Independent Living program.

Figure P: Top 10 Risk Factors Identified Using the HRV Tool, CY 2020



Data source: Colorado Department of Human Services, Division of Child Welfare.

This year, the Council is able to include data on the perpetrators of sex trafficking and labor trafficking of children and youth for assessments that have been substantiated. CDHS categorizes perpetrators in three categories: intrafamilial,⁷⁷ third party⁷⁸ and both. In CY 2020, for assessments with a referral reason of sex trafficking: eight of the substantiated assessments were intrafamilial; eight were third party; and three were both. It is important to note that these assessments were substantiated for child abuse or neglect, which could or could not have been sex trafficking. There was one substantiated assessment for a referral reason of labor

⁷⁷ "Intrafamilial abuse and/or neglect" means any case of abuse and/or neglect, as defined in Sections 19-1-103(1) and 19-3-102(1) and (2), C.R.S., that occurs within a family or non-certified kinship care context by a caregiver; except that "intrafamilial abuse" shall not include abuse and/or neglect by a person who is regularly in the child's home for the purpose of rendering care for the child if such person is paid for rendering care and is not related to the child. Colorado Secretary of State's Code of Regulations, *Department of Human Services' Social Services Rules: Overview of Child Welfare Services*, p. 53.

⁷⁸ "Third-party abuse and/or neglect" means a situation where a child is subjected to abuse and/or neglect by any person who is not a parent, stepparent, guardian, legal custodian, spousal equivalent or any other person not included in the definition of intrafamilial abuse or institutional abuse. Colorado Secretary of State's Code of Regulations, *Department of Human Services' Social Services Rules: Overview of Child Welfare Services*, p. 58.

trafficking, which was intrafamilial. Again, this assessment was substantiated for a form of child abuse or neglect, which could or could not have been labor trafficking. This indicates that for CY 2020, assessments that were substantiated with an initial referral reason of sex trafficking were equally perpetrated by family members and third parties.

Role of the Division of Youth Services in Identifying Human Trafficking of Children/Youth

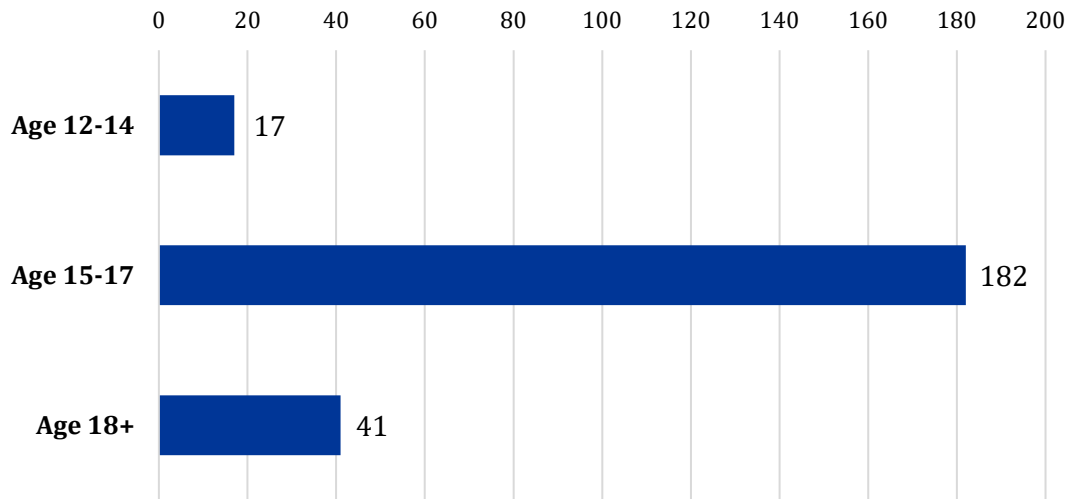
The Division of Youth Services also conducts screenings of youth with the HRV Tool. Each youth committed to the DYS goes through a comprehensive assessment process, which includes implementation of the HRV Tool. Since the HRV Tool is administered globally, the total number screened with the tool is equivalent to the total number of youth committed to DYS. In CY 2020, DYS had a total number of 240⁷⁹ new commitments,⁸⁰ a decrease from 256 new commitments in CY 2019. DYS does not release the outcomes of these screenings.

As Figure Q demonstrates, the majority of youth screened with the HRV Tool in CY 2020 by the DYS were 15 to 17 years of age, followed by age 18 and older. This age breakdown of youth screened is consistent with that from CY 2019. The majority of those screened with the HRV Tool identified as male. Of the 240 new commitments, 34 youth (14%) identified as female and 206 youth identified as male (86%).

⁷⁹ Data Source: Colorado Department of Human Services, Division of Youth Services.

⁸⁰ "The DYS provides for the care and supervision of youth committed by the District Court to the custody of CDHS. DYS operates 12 secure youth centers that serve youth between the ages of 10-21 who are pre-adjudicated or committed." From "Division of Youth Services," Colorado Department of Human Services, accessed October 11, 2020, <https://www.colorado.gov/pacific/cdhs/dys>.

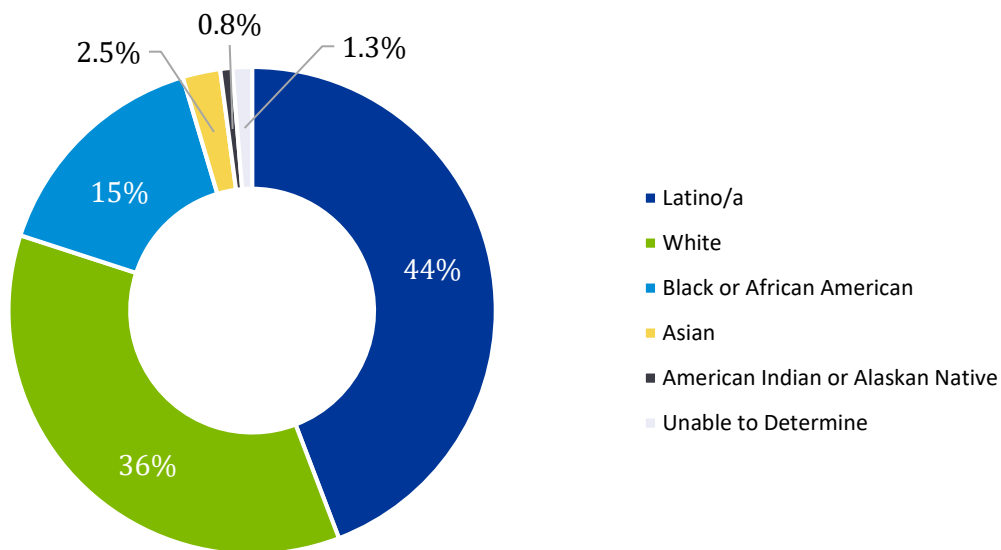
Figure Q: Count by Age of Youth Screened with the HRV Tool by DYS, CY 2020



Data source: Colorado Department of Human Service, Division of Youth Services.

As Figure R demonstrates, the majority of children/youth screened with the HRV Tool identified as White and Latino/a. Of the youth with whom DYS administered the tool, 100 (39%) identified as Latino/a, 95 (37%) identified as White and 53 (21%) identified as Black/African American.

Figure R: Breakdown of Race/Ethnicity of Youth Screened with the HRV Tool by DYS, CY 2020



Data source: Colorado Department of Human Service, Division of Youth Services.

Human Trafficking Hotline Information

Calls to the national and the Colorado hotlines provide valuable data on the potential incidence of human trafficking. The National Human Trafficking Hotline (NHTH), managed by Polaris in Washington, DC, tracks information about the contacts it receives nationwide and for each individual state. The NHTH term “contacts” includes phone calls, text messages, online chats, emails and online tip reports. NHTH reported an increase in contacts in CY 2020 with 51,667 contacts, up from 48,326 in CY 2019 (see Table 18). In CY 2020, the number of total contacts to NHTH involving Colorado increased to 625 contacts, from 588 in CY 2019.

NHTH defines “cases” as “distinct situations of trafficking reported to the hotline” that may “involve one or more potential victims of trafficking and can be reported to the hotline through one or more conversations via call, text, email, online report or webchat.”⁸¹ Additionally, NHTH clarifies that a case “is not an indication of law enforcement involvement in the situation.”⁸² To prevent conflation of hotline and law enforcement cases, this report uses the term “situation of human trafficking” in lieu of “case” when referring to NHTH data.

Nationally, NHTH reported 10,583 situations of human trafficking in CY 2020, a decrease from 11,500 situations of human trafficking in CY 2019. In Colorado, NHTH reported 137 situations of human trafficking in CY 2020, a decrease from 176 situations of human trafficking in CY 2019. Consistent with the trends reported over the past several years, the majority of situations of human trafficking reported to the NHTH at both the national and Colorado levels involved alleged sex trafficking.

Colorado’s Human Trafficking Hotline (previously referred to as the Colorado Network to End Human Trafficking [CoNEHT] Hotline) is a state-level hotline administered by the Laboratory to Combat Human Trafficking (LCHT). In 2019, Colorado’s Human Trafficking Hotline launched a text line to add text-messaging capabilities to the hotline. The text line operates between noon and midnight daily. Because there is only a partial year of data available for CY 2019, it is not possible to analyze the changes in text line data from CY 2019 to CY 2020. However, in CY

⁸¹ “National Human Trafficking Hotline-States,” Polaris (Washington, DC), accessed December 20, 2021, <https://humantraffickinghotline.org/states>.

⁸² Ibid.

2020, Colorado's Human Trafficking Hotline received 131 texts from 91 unique individuals. The majority of unique texts, a total of 43, involved indicators of sex trafficking.

Colorado's Human Trafficking Hotline reported an increase in calls and unique callers for CY 2020. In CY 2020, Colorado's Human Trafficking Hotline received 565 calls, an increase from 540 calls in CY 2019, and 439 unique callers, up from 429 unique callers in CY 2019. In CY 2020, Colorado's Human Trafficking Hotline reported that 152 calls involved indicators of sex trafficking, 21 calls involved indicators of labor trafficking and 12 calls indicated both labor and sex trafficking. Colorado's Human Trafficking Hotline protocol is to indicate labor trafficking, sex trafficking or both labor and sex trafficking only in instances when the distinction is made by the caller.

It is important to note that the call data from NHTH and Colorado's Human Trafficking Hotline cannot be added together to calculate a Colorado total of hotline calls because of the high potential for duplication in contacts between the two hotlines. The two hotlines do have a protocol for making referrals to each other.

Table 18: Human Trafficking Hotline Call Data, CY 2018–2020						
National Human Trafficking Hotline						
	2018		2019		2020	
	National	Colorado	National	Colorado	National	Colorado
Total Number of Contacts ⁱ	41,028	562	48,326	588	51,667	625
Total Number of Situations of Human Trafficking Reported ^{ii,iii}	10,915 situations of HT reported, of which 7,850 ST, 1,237 LT, 632 both, and 1,196 not specified	180 situations of HT reported, of which 129 ST, 23 LT, 14 both, and 14 not specified	11,500 situations of HT reported, of which 8,248 ST, 1,236 LT, 505 both, and 1,511 not specified	176 situations of HT reported, of which 127 ST, 20 LT, 16 both, and 13 not specified	10,583 situations of HT reported, of which 7,648 ST, 1,052 LT, 334 both, and 1,549 not specified	137 situations of HT reported, of which 102 ST, 16 LT, 8 both, and 11 not specified
Colorado’s Human Trafficking Hotline						
	2018		2019		2020	
	Colorado		Colorado		Colorado	
Total Number of Calls	608 (451 unique callers)		540 (429 unique callers)		565 (439 unique callers)	
Types of Human Trafficking Reported by Unique Callers ^{iv}	71 involved indicators of sex trafficking, 15 involved indicators of labor trafficking, and 11 indicated both		39 involved indicators of sex trafficking, 7 involved indicators of labor trafficking, and 4 indicated both		152 involved indicators of sex trafficking, 21 involved indicators of labor trafficking, and 12 indicated both	
Total Number of Texts			19 ^{vii} (19 unique individuals that texted)		131 (91 unique individuals that texted)	
Types of Human Trafficking Reported by Unique Texts ^v			6 involved indicators of sex trafficking, 1 involved indicators of labor trafficking		43 involved indicators of sex trafficking, 1 involved indicators of labor trafficking, and 1 indicated both	

Data sources: National Human Trafficking Hotline data were obtained from Polaris, and Colorado’s Human Trafficking Hotline data were obtained from the Laboratory to Combat Human Trafficking.

ⁱ Contacts included phone calls, texts, webchats, webforms and e-mails.

ⁱⁱ NHTH reports this data point as cases, which are defined as situations of human trafficking, which may involve more than one victim.

ⁱⁱⁱ HT indicates human trafficking; ST indicates sex trafficking; LT indicates labor trafficking.

^{iv} In the case of Colorado’s Human Trafficking Hotline data, unique calls represent the number of total calls minus duplicates, i.e., multiple calls referring to the same case. Nonetheless, in many instances a different set of information and/or resources was involved.

^v Colorado’s Human Trafficking Hotline launched a text line on August 12, 2019. Data from CY 2019 represents a partial year of data from August 12, 2019, to December 31, 2019.

Colorado Data Collection Summary

In 2020, the number of investigative activities in Colorado varied depending on the agency but, overall, continued to focus on sex trafficking investigations. The CEHTFF reported a decrease in cases opened in CY 2020, with 32 cases (31 sex trafficking and 1 labor trafficking), down from 40 cases in CY 2019. The CEHTTF made 20 arrests in CY 2020, all for sex trafficking, down from 28 arrests in CY 2019. HSI reported 13 human trafficking investigations, four of which were

suspected labor trafficking. In FFY 2020, HSI made three arrests for sex trafficking and four arrests for labor trafficking. Colorado State Patrol reported an increase in the number of interdictions for human trafficking, with a total of 11 interdictions (eight for labor trafficking and three for sex trafficking). Local law enforcement reported significantly fewer incidents of sex trafficking (33) and labor trafficking (4) than in CY 2019.

The U.S. Attorney's Office in the District of Colorado did not report any indictments during FFY 2020. At the state level, 20 state criminal cases were filed and there were two convictions for cases filed prior to 2020. One of these convictions was for involuntary servitude, which constitutes the first time there has been a conviction for this crime that meets the criteria set forth in the definition of the crime.

Two service providers funded by OVC reported serving more U.S. citizen and legal permanent residents than foreign national clients for FFY 2020. Two OVC grantees in Colorado also reported serving slightly more sex trafficking survivors than labor trafficking survivors, which deviates from the trend of previous years, when service providers consistently reported serving more labor trafficking survivors.

For the first time, this report includes data from child welfare agencies on labor trafficking of minors. In CY 2020, county-level agencies conducted 89 assessments for 89 unique clients with at least one allegation of sex trafficking. Of the 89 assessments, nine assessments were founded; 61 were unfounded; and 19 were determined to be FAR, PA4 or inconclusive.

In CY 2020, Colorado's Human Trafficking Hotline reported a small increase in the number of calls it received and also reported over 131 text messages in its first full year of text-line operations. In CY 2020, NHTH reported a decrease in the number of situations of human trafficking reported nationally and for Colorado.



SECTION 3

Public Awareness and Outreach Campaign

Introduction

As part of House Bill (HB) 14-1273⁸³, the Colorado Human Trafficking Council (the Council) was tasked with the legislative mandate to “develop an implementation plan for a public awareness campaign to educate the public about human trafficking and place victim services contact information in places where victims of human trafficking are likely to see it.”⁸⁴ In November 2020, after three years of formative research, the Council launched its statewide public awareness campaign, *This Is Human Trafficking*.

The launch of the multiyear campaign began with a statewide press release and virtual media availability event, with media outlets participating from across the state to learn about the campaign. This first phase of the campaign, which ran from November 2020 through January

⁸³ Concerning Human Trafficking, and, in Connection Therewith, Making and Reducing Appropriations, HB14-1273, 64th General Assembly, First Regular Session (2019), https://cdpsdocs.state.co.us/ovp/Human_Trafficking/ActHB14-1273.pdf.

⁸⁴ Human trafficking council – created – duties – repeal, C.R.S. § 18-3-505(4)(d).

2021, focused primarily on digital marketing tactics and a broadcast television media buy in the Colorado Springs and Grand Junction media markets. Phase one results and analysis are further described in this section.

In 2021, the Council's Public Awareness Working Group (PAWG) continued to provide direction and oversight for the campaign development in partnership with the campaign's communications consulting firm, Orange Circle Consulting (Orange Circle). The PAWG met 10 times throughout 2021 to review evaluation results of phase one, discuss campaign tactic recommendations for phase two and provide direction for the content development of two new lived-experience video and audio spots for the campaign.

Phase One Campaign Results

The campaign team launched a broad-reach, statewide media blitz in November 2020, commencing at the end of *National Slavery and Human Trafficking Prevention Month* in January 2021. Campaign results measured four specific areas: paid media and website analytics, earned media, hotline data and a mid-campaign statewide online survey of a representative sample of Colorado residents. Detailed reports are available from the Council based on the summaries below.

Paid Media and Website Analytics

The paid media plan for the launch of the campaign focused on broadcast television commercials and creative digital outreach tactics, helping the campaign collect trackable results through website visits and other online engagement. The final plan included three primary tactics. The first tactic involved airing four campaign "lived experience" videos spots, produced in 2020, on broadcast television in two of Colorado's media markets: Colorado Springs and Grand Junction. The spots would also be aired on over-the-top (OTT) streaming television statewide (this includes ads that run on streaming services such as Hulu, Peacock, etc.) and on YouTube pre-roll. The second tactic included airing four campaign "lived experience" radio commercials, also produced in 2020, on Pandora streaming radio with companion digital banner ads. The third tactic focused on digital outreach, including statewide digital billboards with geo-targeted ads served to mobile devices, online banner ads on local news stations across the state and paid social media ads running on Facebook and Instagram.

Phase one paid media metrics reported over 43.5 million impressions. Impressions are the comprehensive calculation of the number of people who have seen a specific ad during a specific timeframe. Over 92,000 clicks were documented while almost 57,000 users visited the campaign website [ThisIsHumanTrafficking.com](https://www.thisishumantrafficking.com) for the first time, the majority using mobile devices. The campaign's YouTube page, hosting four 30-second and four 15-second campaign videos, also reported over 727,000 video views in the three-month period.

Earned Media

During the first phase of the paid media outreach, the campaign team made proactive efforts to reach the news media, including sending invitations for exclusive interviews, issuing a statewide press release, and hosting a virtual "Media Avail" with the Department of Public Safety's Public Information Officer. Public relations efforts resulted in more than 100 earned media placements in the three-month time period, and exclusive stories were aired by KUSA 9News and Colorado Public Radio prior to the statewide launch. The campaign team provided media outlets with campaign media packets containing several of the campaign's collateral materials, including the campaign videos. Providing these media packets helped amplify the campaign's brand and message while also helping to drive more traffic to the campaign's website. The campaign launch was supported and shared by Council partners and was covered by news media in every corner of the state.

Colorado's Human Trafficking Hotline Data

The team conducted a year-over-year comparison of hotline data, looking at the same three-month timeframe in 2019-2020 and 2020-2021 (November 2019 to January 2020 vs. November 2020 to January 2021). Colorado's Human Trafficking Hotline typically documents a 20% increase in call volume from year to year, but after the campaign launched, it had a significant impact on call volume.

- Calls and texts: Increase of almost 50% (118 in 2019-2020 vs. 174 in 2020-2021)
- Tips: Almost doubled (32 in 2019-2020 vs. 62 in 2020-2021)⁸⁵

⁸⁵ Colorado's Human Trafficking Hotline considers a "tip" a call that references a situation of human trafficking.

- Referrals: stayed the same (41 in 2019-2020 vs 41 in 2020-2021)⁸⁶

Of the 174 calls/texts that Colorado’s Human Trafficking Hotline received during the three-month timeframe, 21 callers referenced the campaign, with the majority of these calls coming from community members (13), while seven self-identified as human trafficking survivors. There was representation from all over the state (5: El Paso, 4: Denver, 2: Arapahoe, 2: Mesa, 2: Weld, 1: Boulder, 1: Clear Creek, 1: Douglas, 1: Larimer and 2: Unknown). Of those who identified gender, the majority identified as female (12). The majority of callers heard about the hotline from an ad (11), the news (6), social media (3) and the website (1).

Statewide Online Mid-Campaign Survey

During January of 2021, while campaign materials were still in the Colorado media market, the Orange Circle research team conducted a mid-campaign evaluation. The evaluation used an online statewide survey to identify the reach and awareness of the campaign among Colorado residents and also measure results against information collected in the formative research phase of the project. The mid-campaign survey included all questions asked of Colorado residents in the 2017 formative statewide survey (henceforth referred to as the pre-survey) with the addition of several campaign-specific questions. The following summary highlights the mid-campaign survey results against the pre-survey results, as well as the analysis of respondents who were familiar with the public awareness campaign.

Campaign Familiarity

Many survey respondents indicated that they had heard about the human trafficking campaign messaging during the three-month period of the campaign launch, with over 40% of those respondents indicating that they had heard the phrasing “This Is Human Trafficking.” When shown a campaign ad, almost a fourth of respondents indicated that they were familiar with the public awareness campaign materials.

⁸⁶ Colorado’s Human Trafficking Hotline considers a “referral” a call from a human trafficking survivor who is being connected to services or from a provider or member of a survivor’s community who may be helping a survivor connect to services.

Knowledge and Perceptions

Compared to pre-survey respondents, mid-campaign respondents had significantly higher levels of concern about human trafficking affecting Colorado and their communities, yet Colorado residents indicated that they were just as aware of the term “human trafficking” at the time of this survey as they were in 2017.

Desired Action

Mid-campaign survey respondents were more willing to call a human trafficking hotline than pre-survey respondents, while those mid-campaign respondents who saw the campaign materials indicated that after they saw the ad, they had more awareness around a possible human trafficking situation in their area and would consider visiting the website. The mid-campaign respondents agreed at the same rate as pre-survey respondents that the public plays a role in combatting human trafficking.

As a part of the 2021-2022 campaign effort, another statewide online survey will be conducted at the end of January 2022. By then, two additional campaign phases will have been in the Colorado market to measure awareness of the campaign as well as shifts in knowledge and perceptions of Colorado residents about human trafficking.

Campaign Accolades

The extensive research completed as a part of the campaign development resulted in a unique, award-winning approach to delivering messages and authentic design to increase awareness about all types of human trafficking across Colorado. The campaign, *This Is Human Trafficking*, received a National Academy of Television Arts & Sciences Heartland Chapter Emmy® in the Public Service Announcement category. In addition to the Emmy, the campaign received a Communicator Award of Excellence in the category of Integrated Campaign - Social Responsibility from the Academy of Interactive and Visual Arts. The Telly Awards honored the campaign for excellence in local TV in the General - Public Interest/Awareness category and for excellence in Branded Content for Social Impact campaigns. The One Club for Creativity-Denver awarded the campaign with bronze in the category of Moving Image Campaign. These awards recognize the hard work of the campaign team to deliver an excellent campaign.



Silver Telly Winner

Local TV: Public Interest/Awareness
James' account of agricultural labor trafficking



Communicator Award for Excellence

Integrated Campaign, Social Responsibility for the website and other digital media



Bronze Telly Winner

Local TV: Public Interest/Awareness
Branded Content:
Campaign: Social Impact for the collective video representation of human trafficking

Emmy Winner Public Service Announcement



Phase Two Campaign Planning and Strategy

Results from phase one of the campaign informed the phase two planning process for strategic outreach, media planning, and creative development. The campaign plan identified awareness raising as the first step in the multiyear effort to combat human trafficking in Colorado. As a part of phase two planning, to continue to raise awareness, the campaign team sought not only to expand the reach of paid media messaging across the state, but also to include more strategic and targeted outreach efforts among an expanded group of audiences. The following focus areas were identified as a part of the 2021-2022 campaign strategy.

Development and Distribution of Spanish-Language Materials

This year, the campaign team identified the importance of expanding the campaign's reach to Spanish-speaking Coloradans. To achieve this goal, the campaign team utilized a systematic process for a cultural translation of campaign materials. The process included a translation team of native Spanish speakers, consultation with a native Spanish-speaker service provider from the anti-human trafficking field and survivor-informed review of material translations. The campaign team wanted all materials to be culturally and linguistically relevant and authentic. In 2021, all video and radio spots were produced in Spanish by bringing on board a

Spanish-speaking director. In addition, all social media and digital banner ads are available in Spanish. Below is a sample of Spanish campaign materials:



Rural Outreach Planning

Paid media is an effective tool for raising public awareness, yet research shows that many residents turn to local trusted resources for information about social issues. As a part of the 2021-2022 campaign planning process, expanding the campaign’s partnerships and rural outreach was outlined as a priority.

To identify relevant tactics and communications tools that would help organizations reach both the public and potential victims, the campaign team used an online survey and discussion group to collect feedback from regional human trafficking specialists engaged in anti-human trafficking work in rural areas across the state as well as the Council’s PAWG. In addition to this effort, Division of Criminal Justice (DCJ) staff and the campaign team have been working to expand relevant partnerships with organizations such as Planned Parenthood of the Rocky Mountains to help inform the development of the Rural Outreach Strategy.

As a part of the continued 2021-2022 campaign effort, a Rural Outreach Strategy and Ambassador Guide will be finalized alongside materials for stakeholders to distribute. Among the stakeholders are regional anti-trafficking collaborations, various service providers and

nonprofit organizations, state agencies, health centers, faith-based organizations, and more. Preliminary material concepts that rose to the top as part of the planning process include developing bathroom posters, mirror/window clings, bar coasters, stickers, lip balms and other items that will direct people to learn more on the campaign website and/or provide the hotline number to potential victims.

Expansion of Lived-Experience Content

Due to limited resources and time, only four of the seven lived-experience narratives were produced into video and audio spots used for paid media and on the website for the 2020 campaign launch. Upon surveying the PAWG members, the majority believed the campaign goals would be better achieved with additional content for distribution, including the representation of a male involved in a mid-size sex trafficking ring and a foreign national male involved in a large-scale labor trafficking operation within the restaurant industry. To help achieve the campaign's goal of increasing awareness about *all types of human trafficking* and demonstrating to victims various situations that may represent their circumstances, the campaign team developed new lived-experience content in 2021.


The lived-experience narratives were written into scripts for the production of both English and Spanish video and radio spots. Throughout the process, PAWG members were regularly consulted to ensure that the new spots achieved the campaign goals, were authentic and did not over-sensationalize or perpetuate common human trafficking stereotypes. Working with its video production partners, Orange Circle developed a total of eight videos and eight radio spots in both English and Spanish. Each video and radio spot has a 30-second and 15-second version to be used for paid media placement, in social media posts and on the campaign website.

Social Media


In the first phase of the campaign, the campaign team created Facebook and Instagram social media accounts to provide a landing place for paid social media posts. A key element for phase two outreach activities was to develop consistent and engaging organic content directly related to the campaign or about anti-human trafficking topics. In 2021, the campaign team began working with an expert team of social media strategists to accomplish the following social media objectives:

- Break through to potential victims who may need the language or confidence to self-identify and/or access resources.
- Encourage clicks/texts/calls to the hotline for resources/help.
- Build a strong foundation of fans, referral partners and other advocates who share campaign content with their own social networks.
- Educate and engage the public about the many types of human trafficking.
- Increase visibility, reach and fans and followers to build larger audiences and more interactions with campaign pages.
- Drive clicks to the campaign website and increase average session duration.


Starting in the third quarter of calendar year 2021, the social media team developed a monthly social media content calendar, scheduled three to four organic posts per week and significantly increased engagement with Facebook and Instagram since the end of phase one in January 2021.

 **This Is Human ...**
Wed 8/4/2021 3:10 pm P...


"I moved my family to Colorado to live and work on my cousin's farm. I thought i




Total Engagements	45
Reactions	16
Comments	0
Shares	12
Post Link Clicks	2
Other Post Clicks	15

 **This Is Human ...**
Wed 8/18/2021 8:45 am ...


Human trafficking is happening right now in Colorado — it happens in



Total Engagements	29
Reactions	10
Comments	0
Shares	7
Post Link Clicks	5
Other Post Clicks	7

 **This Is Human ...**
Wed 8/11/2021 9:09 am ...

Did you know? The National Academy of Television Arts & Sciences Heartland Chapter



Total Engagements	23
Reactions	15
Comments	0
Shares	4
Post Link Clicks	—
Other Post Clicks	4

Research: Victim/Survivor Content Development

In an effort to fulfill the campaign mandate “...and place victim services contact information in places where victims of human trafficking are likely to see it,”⁸⁷ the campaign team sought to develop campaign messaging and materials targeting potential victims in Colorado and connecting them to resources. The campaign team completed a series of interviews with Survivor Leaders that helped inform the following communication objectives:

1. Increase victim⁸⁸ knowledge and understanding about the specific tactics traffickers use to exploit people and that human trafficking is a crime.
2. Provide information and language to help victims articulate and describe their circumstances when reaching out for help.
3. Increase victim awareness that services are available that specifically address circumstances of exploitation, including underlying causes of their situation such as housing instability, poverty, lack of community support/connection, mental health needs, etc.
4. Encourage victims to seek help by visiting the website, telling someone or contacting Colorado’s Human Trafficking Hotline by phone or text.

Survivor Leader⁸⁹ feedback resulted in key conclusions for messaging and creative development, including:

- Understanding the various segments of the “victim audience” to help focus messaging based on an understanding of different trafficking circumstances.
- Including in campaign messaging, when appropriate, the different types of services a victim can be connected to by contacting Colorado’s Human Trafficking Hotline.

⁸⁷ Human trafficking council – created – duties – repeal, C.R.S. § 18-3-505(4)(d).

⁸⁸ The term “victim” is used to indicate the difference between an individual who is still in their human trafficking experience versus someone who is no longer actively experiencing human trafficking.

⁸⁹ With permission from participants, Survivor Leader/Lived Experience Expert included Jill Brogdon, Jessa Crisp, Mary Landerholm, Rebekah Layton, and Christopher Rogers

- Avoiding false promises while reassuring potential victims that services are available, and telling authentic narratives of survivors who have overcome similar challenges.
- Maintaining the collaborative partnership with Colorado’s Human Trafficking Hotline to ensure that the messaging promoted by the campaign accurately represents the support that victims can receive.
- Developing campaign messaging that helps reinforce the truth about human trafficking, provides factual information about all types of human trafficking and helps potential victims access services from professionals who work in trauma.
- Approaching the messaging with compassion and support by focusing on personalized information and personal accounts, rather than statistics, to illustrate that a potential victim is not alone and there is help for many different needs.

In order to maintain the confidentiality of Survivor Leader participants and the sensitive nature of the content collected in the interviews, this research summary remains an internal document for the Council.

Phase Two Campaign Creative and Implementation

As a part of the phase two planning effort, the second statewide media blitz, funded by two federal grants (2020-VA-21-601-00 and 2020-VA-21-PA002-00) awarded by the DCJ, was scheduled to commence in late June and conclude on September 30, 2021. A limited amount of paid media ads (e.g., Denver market bus posters, Colorado Springs gas station TV and Spanish radio spots in Grand Junction) were included in the media plan to remain in the market until the third media blitz that was planned to begin in November/December 2021 and end in the spring of 2022.

Paid media goals continued to focus on growing awareness of human trafficking throughout Colorado but also expanded into tactics that could reach victims through more localized and targeted locations where a victim might be more likely to see and interact with the messaging. Targeting Spanish-speaking audiences was a new goal for 2021, while also reaching rural and resort areas with campaign messaging. Phases two and three of the campaign were no longer limited to digital tactics, allowing for different media, albeit some not as trackable as the digital media, such as several new marquis tactics that are highly visible across the state, including signage in Denver International Airport (DIA) and Denver Regional Transportation District (RTD) Light Rail train wraps.

Statewide Public Awareness Funding Opportunity

In April 2021, the Colorado Division of Criminal Justice opened a special short-term funding opportunity for organizations already operating a statewide public awareness campaign.

The *This Is Human Trafficking* campaign was in a perfect position to apply for the funding and was awarded funds to significantly expand their campaign effort from May through September 2021.

This supplementary funding supported four key areas of expansion for the campaign:

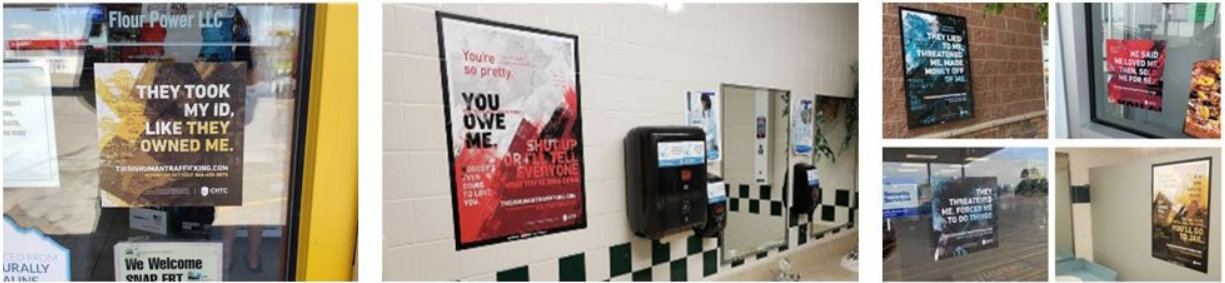
1. Expand content to include the production of new video and radio spots in both English and Spanish for two additional lived experiences.
2. Grow the campaign's social media presence by developing a social media strategy that includes weekly organic posting of content.
3. Air a broadcast television media buy in the Denver-designated media market, which is the largest market in the state.
4. Implement a Spanish-language media buy that allows the campaign to reach Spanish-speaking Coloradans. The media mix would include broadcast television, radio and digital media tactics.

The campaign team developed all creative collateral materials to support the media buy, including the writing and designing of statewide billboards, gas station TV commercials, convenience store bathroom signage, DIA concourse signage, urban/suburban bus posters (exterior and interior), over-the-air radio spots, over-the-top streaming television spots in rural areas, local broadcast television and radio spots, Spanish-language materials, light rail posters and wrap and more. Illustrative creative samples are included on pp. 76-77.

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PROOF OF PERFORMANCE SAMPLES

Convenience Store Signage—Bathroom Posters & Window Clings



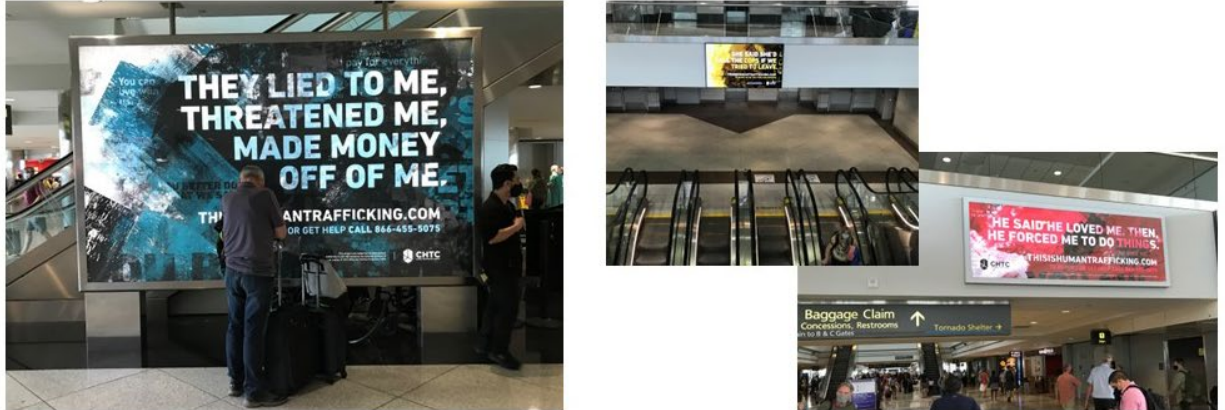
Gas Station Television—:30 Video Commercials



Spanish Language Paid Social Media Timeline Posts



Denver International Airport Static Concourse & Digital Escalator Signage

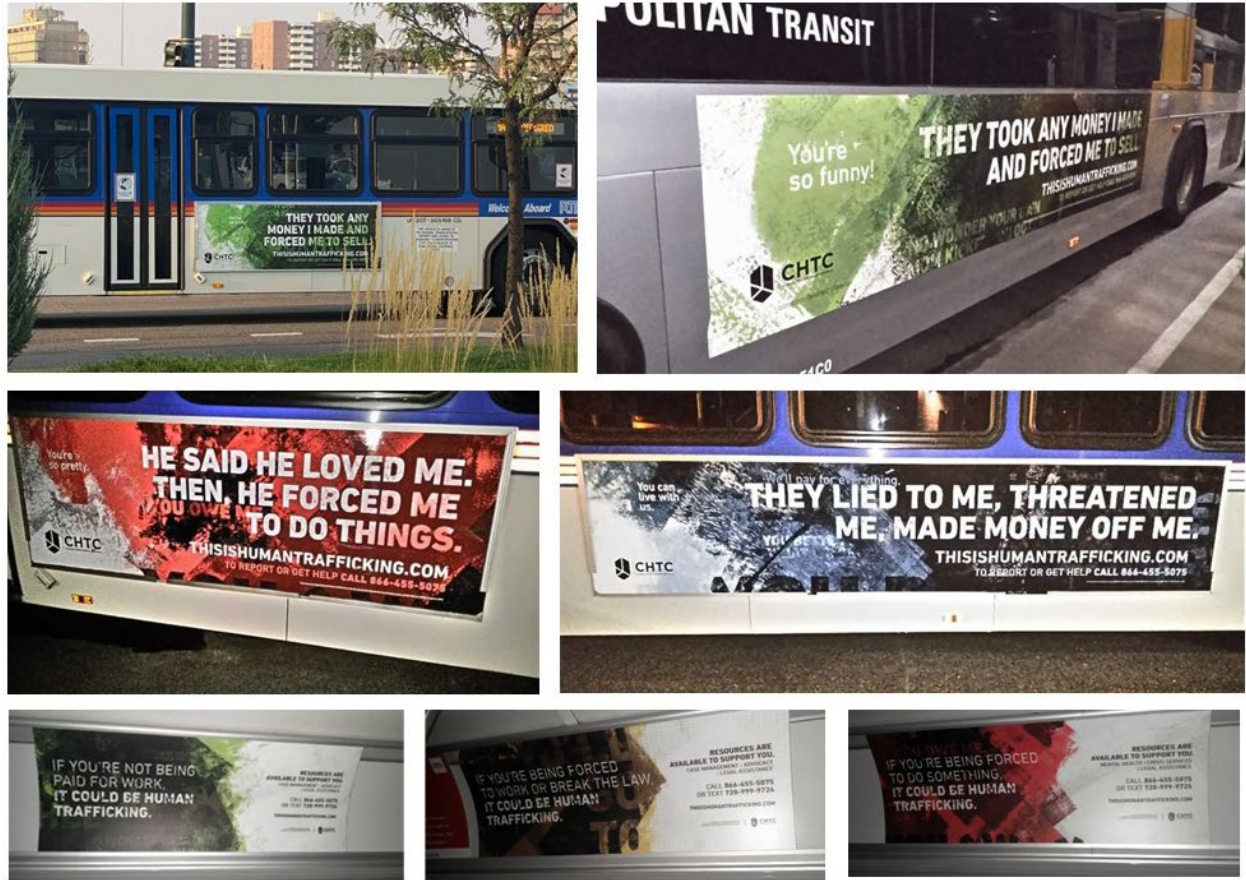


Statewide Digital and Vinyl Billboards



PROOF OF PERFORMANCE SAMPLES

Bus King, Bus Queen, and Bus Interior Posters



Local News Sponsored Articles and Social Media Posts



Television and Radio Production of Two New Lived Experiences in English and Spanish—
Hosted on the This Is Human Trafficking's YouTube Channel



Preliminary metrics for the summer (June through September) 2021 media flight were available at the writing of this report, while final results will continue to be tabulated after Phase two is in the market, starting in November 2021. The following impressions are listed below:

- English gas station television video commercial impressions: 1,386,566
- English statewide billboard (vinyl and digital) impressions: 9,702,117
- English rural signage (posters and cling) in statewide convenience store impressions: 24,407,040
- English DIA large-format sign impressions: 9,702,117
- English YouTube video pre-roll commercials displayed: 213,964
- English bus posters (exterior and interior) impressions: 28,632,370
- English over-the-top streaming subscription television commercial impressions: 1,109,945
- English radio commercial impressions: 1,769,544
- English total digital ad impressions: 1,069,476
- Spanish broadcast television commercial impressions: 6,067,000
- Spanish over-the-top streaming subscription television commercial impressions: 200,288
- Spanish radio impressions: 2,232,000
- Spanish total digital impressions: 1,283,413
- Spanish digital display ad impressions: 450,228; clicks 888; click-through rate 0.20% (benchmark goal: 0.09%)
- Spanish YouTube pre-roll video ad impressions: 282,973 with a 23% engagement rate
- Spanish Facebook paid post impressions (across five different posts): 369,952

Metrics will be reviewed prior to the launch of the winter 2021-2022 media flight to optimize for the best media mix in the market.

Phase two of the campaign expanded awareness-raising outreach tactics in rural areas of Colorado while also adding specific victim-focused messaging and calls to action in locations where victims might be more likely to see them.

Conclusion

Planning for phase three of the campaign is underway with a focus on the third media blitz during and after *National Slavery and Human Trafficking Prevention Month* in January 2022. Several activities are being coordinated for this next phase, which also includes a partnership with DIA to promote an internal training about human trafficking to its employees. In addition, the campaign team has cultivated opportunities to work with targeted organizations across the state, like Planned Parenthood of the Rocky Mountains, to position campaign materials in all health centers in Colorado, and with the PAWG to identify additional partnership opportunities to expand the campaign's reach in 2022 and beyond.



SECTION 4

Human Trafficking Training Outcomes

Introduction

Each year, the Colorado Division of Criminal Justice (DCJ) staff delivers free trainings across the state on behalf of the Colorado Human Trafficking Council (the Council). From 2017 to 2019, Training Standards and Curricula Task Force members from the Council designed three training curricula: *An Introduction to Human Trafficking in Colorado*, for general professionals; *Human Trafficking Investigations: An Introductory Course*, for law enforcement personnel; and *Meeting Human Trafficking Survivors' Needs: An Advanced Course for Service Providers*, for direct care providers. The Council developed an online version of *An Introduction to Human Trafficking in Colorado*. These introductory and advanced training programs were developed for front-line professionals as a fulfillment of the legislative mandate C.R.S. § 18-3-505(e):

Develop training standards and curricula for organizations that provide assistance to victims of human trafficking, for persons who work in or who frequent places where human trafficking victims are likely to appear, and for law enforcement officers.

Training Program	2017	2018	2019	2020
An Introduction to Human Trafficking in Colorado	X		Online	Virtual
Human Trafficking Investigations: An Introductory Course		X		Virtual
Meeting Human Trafficking Survivors' Needs: An Advanced Course for Service Providers			X	Virtual

Data Source: Colorado Department of Public Safety, Division of Criminal Justice.

The Council uses a three-pronged approach to deliver trainings. The first method is through DCJ's human trafficking training coordinator, responding to training requests by delivering in-person training or virtual instructor-led training, which was added in 2020 in response to the COVID-19 pandemic. The second delivery method is through an online, self-paced version of *An Introduction to Human Trafficking in Colorado*, which is best suited for individuals from across the state, regardless of geographic location, financial situation or time constraints. The third method employed is a Train-the-Trainer (TTT) model, which equips facilitators from across the state deliver the Council's training programs to professionals in their regions.

Continuing to Train in a Pandemic

As many professionals' focuses shifted in 2020 and stayed flexible during 2021, the number of volunteer facilitators delivering training through the TTT model stayed low but steady, at 11 facilitators alongside DCJ staff. While many more facilitators are still on standby to deliver trainings, the unpredictable nature of COVID-19 variants and the need to remain flexible in order to switch to virtual settings subdued efforts for another year, though requests for the *An Introduction to Human Trafficking in Colorado* online self-paced module continued to steadily increase. The DCJ training coordinator took this opportunity to train *Innovate Colorado's* regional human trafficking specialists (RHTSs) to deliver the *Meeting Human Trafficking Survivors' Needs*; continue work on the online, self-paced module of the *Human Trafficking Investigations*; and obtain the Spanish-language cultural translation of both the *An Introduction to Human Trafficking in Colorado* and *Meeting Human Trafficking Survivors' Needs* programs, all of which is discussed later in this section.

An Introduction to Human Trafficking in Colorado

The Council’s pilot program is a foundational curriculum for any professional who may come into contact with human trafficking victims/survivors. As delivered by DCJ staff and facilitators, the objectives of the training are to:

- Understand the who, what, where and why of human trafficking.
- Recognize indicators of human trafficking.
- Understand the different types of trafficking that occur in Colorado.
- Know how to respond to potential victims.
- Know how to develop a holistic community response and spread awareness.

Table 20: Number of Individuals Trained January 1–November 30, 2021, by Training Method An Introduction to Human Trafficking in Colorado			
Time of Year	In Person	Virtual	Online
Quarter 1 (Jan.–Mar.)	0	274	27
Quarter 2 (Apr.–June)	19	102	9
Quarter 3 (July–Sept.)	36	29	41
Quarter 4 (Oct.–Nov. 30, 2021)	32	33	6
TOTAL	87	438	83

Data Source: Colorado Department of Public Safety, Division of Criminal Justice.

As of November 30th, seven facilitators partnered with the Council to deliver trainings in their own communities, as equipped through the TTT program. From January 1 to November 30, 2021, these facilitators and DCJ’s human trafficking training coordinator trained 525 professionals, 324 of which were trained just by facilitators from the TTT program. DCJ staff continued to work with facilitators and organizations to determine whether in-person, virtual or self-paced trainings best fit the needs of the requesting organization, and assisted with facilitators to accommodate shifts from in- person to virtual trainings. As professionals began to feel more comfortable, hybrid trainings—where the facilitator would present to both a virtual and in-person audience—were requested and provided by DCJ staff and facilitators.

Human Trafficking Investigations: An Introductory Course

The specialized introductory training for law enforcement personnel is a complement to *An Introduction to Human Trafficking in Colorado*, which is taken by general professionals. The primary audience for the training is patrol officers, but it also serves as a good introductory program for all law enforcement personnel. The objectives of the program are to:

- Explain the who, what, where and why of human trafficking.
- Understand Colorado’s criminal definition of human trafficking and reporting requirements.
- Identify indicators of human trafficking.
- Provide examples of potential evidence that is valuable to document, and when it is appropriate to collect, in both sex- and labor-trafficking cases.
- Develop multisector partnerships to address human trafficking cases.

Table 21: Number of Individuals Trained January 1–November 30, 2021, by Training Method Human Trafficking Investigations: An Introductory Course		
Time of Year	In Person	Virtual
Quarter 1 (Jan.–Mar.)	0	10
Quarter 2 (Apr.–June)	29	0
Quarter 3 (July–Sept.)	0	6
Quarter 4 (Oct.–Nov. 30, 2020)	22	0
TOTAL	51	16

Data Source: Colorado Department of Public Safety, Division of Criminal Justice.

As of November 30th, two facilitators conducted trainings across the state in their own agencies as well as agencies in their regions, as equipped through the TTT program. As with the year 2020, 2021 saw a sharp decline in requests and canceled trainings, as law enforcement personnel addressed immediate needs that unfolded throughout the year, but also saw an increase in requests for access to the online, self-paced module when it is complete. From January 1st to November 30th, 67 law enforcement personnel were trained. Additionally, two facilitators with the Denver Sheriff’s Department continued to deliver their specialized program, to another 37 law enforcement cadets.

Meeting Human Trafficking Survivors' Needs: An Advanced Course for Service Providers

The third training curriculum developed by the Council is an advanced half-day workshop for direct service providers who work with human trafficking victims and survivors. The workshop brings direct service provider agencies across a region together and leads them through conversations on how to:

- Describe the impact of trauma on survivors of human trafficking.
- Develop a survivor-driven approach.
- Identify potential service needs of survivors.
- Understand the challenges of service delivery to this population.
- Create a referral network and use local resources to develop intensive service.
- Recognize secondary trauma and highlight a self-care plan.

Table 22: Number of Individuals Trained January 1–November 30, 2021, by Training Method Meeting Human Trafficking Survivors' Needs: An Advanced Course for Service Providers		
Time of Year	In Person	Virtual
Quarter 1 (Jan.–Mar.)	0	29
Quarter 2 (Apr.–June)	0	0
Quarter 3 (July–Sept.)	31	22
Quarter 4 (Oct.–Nov. 30, 2020)	0	29
TOTAL	31	80

Data Source: Colorado Department of Public Safety, Division of Criminal Justice.

A TTT event was held in March, training the Council's first five facilitators of this advanced workshop as part of the *Innovate Colorado* grant project. The facilitators conducted their first workshop of the program as part of the *Innovate Colorado* Summit held in September and received unanimous excellent ratings from all service providers in attendance. In addition to this success, DCJ staff continued to deliver the workshop to both Colorado service providers in select regions as well as in a national setting, through a partnership with the Human Trafficking Capacity Building Center. From January 1st to November 30th, 111 service providers were trained.

Closing Out the *Innovate Colorado* Project

2021 was the last year of the *Innovate Colorado* project, which concluded on September 30th. In its final year, *Innovate Colorado* staff continued solidifying and implementing a statewide response for human trafficking of minors in Colorado through their partnership with the Laboratory to Combat Human Trafficking. The Council's introductory and advanced trainings continued to be used to train professionals on the front lines as they interacted with this population.

From August 30th to September 2nd, *Innovate Colorado* team members held a statewide summit, inviting national speakers as well as Colorado experts to help community members from the targeted regions of the project better understand the context of human trafficking in the state. During this summit, DCJ staff conducted three simultaneous virtual trainings and one iteration of the advanced workshop alongside the RHTSs.

Translation to Spanish

DCJ staff were able to pull evaluation metrics to show a need for a Spanish translation into Spanish of both the *An Introduction to Human Trafficking in Colorado* and *Meeting Human Trafficking Survivors' Needs: An Advanced Course for Service Providers* programs. Thanks to funding from the *Innovate Colorado* project, DCJ staff were able to meet this need. To ensure cultural competency and accurate interpretation, DCJ staff hired a translation agency to complete a cultural translation of the two curricula, utilizing a team of native Spanish speakers. The translation was completed in September 2021, and these programs are anticipated to be released through current facilitators in spring 2022.

Moving Forward: Training Goals in 2022

If the COVID-19 pandemic continues to slow, allowing for more businesses and services to open in 2022, the Council and DCJ staff hope to conduct a new law enforcement TTT event on the Western Slope. Until that time comes, the human trafficking training coordinator will continue to support facilitators in delivering the introductory programs already in place and coaching them in the new virtual platforms for all three training curricula. In addition, work will continue to finalize and launch the online, self-paced module for the *Human Trafficking Investigations: An Introductory Course* program as well as to expand the reach of the *Meeting Human Trafficking Survivors' Needs* advanced workshop both across the state and nationally.

The accessibility of virtual and hybrid meetings resulting from the COVID-19 pandemic will assist the Council in striving toward equitable access to trainings for front-line professionals, despite constraints due to geographic region, finances, time or ability.



SECTION 5

Taking a Deeper Look at Survivor Engagement

Summary of Recommendations

Recommendation 1

Continue to place survivor voices and engagement at the center of the Colorado Human Trafficking Council's (the Council) work.

Recommendation 2

Include survivors from all forms of human trafficking and demographics in the work of the Council and within anti-human trafficking organizations. Their active participation is vital to creating policies and facilitating engagements, trauma-informed care and services for victims of human trafficking.

Recommendation 3

Encourage the promotion of opportunities for survivor engagement whenever they exist. Organizations seeking to engage survivors for long-term involvement, for example, as a member of an advisory board or steering committee, could post openings.

Recommendation 4

Provide technical assistance and resources for organizations seeking to increase Survivor Leader engagement.

Recommendation 5

Promote peer-to-peer models of survivor engagement across organizational levels (e.g., within advisory committees and at the Council level). Promote the continued amplification of the voices of people being served at all levels of policy creation, organizational development, training curricula writing, etc.

Recommendation 6

Find and advocate for equitable forms of compensation for Survivor Leaders and Lived-Experience Experts.

Recommendation 7

Revisit the Council's outreach and recruitment efforts for members, taking into consideration cultural and linguistic diversity and how membership of the Council is promoted.

- Communicate how participation on the Council is a mutually beneficial opportunity for Survivor Leaders (e.g., networking, letters of recommendations, influencing policy and legislation, influencing statewide standards of training, etc.).

Introduction

In order to take a deeper dive into survivor engagement, which was preliminarily discussed at several Council meetings in 2020, the Council decided at its 2021 annual retreat to establish a Survivor Engagement Task Force (SETF). The focus of this task force was to take a critical look at the survivor engagement efforts of the Council since its inception; research and identify promising practices to engage survivors (human trafficking lived experience experts); and

make recommendations for the Council’s engagement efforts, including its advisory committee for the future. The goals of the task force, as identified by its members, included:

- Identifying promising practices for survivor engagement.
- Establishing common language and definitions for victims/survivors of human trafficking.
- Developing a statement regarding the purpose of survivor engagement.
- Identifying scalable and replicable models for survivor engagement that could be used by other organizations across the state.

Task force members recognized that they would not be able to address all four goals in their first year as a task force. As such, members prioritized two goals: identifying promising practices for survivor engagement, and establishing common language and definitions for victims/survivors of human trafficking.

The SETF worked on accomplishing these goals by conducting a desk review of research on survivor engagement from both the human trafficking field as well as other related fields, such as domestic violence; by hosting national experts to speak to the task force; and by hosting a Survivor Leader/Lived-Experience Expert Panel.

Desk Review of Current Literature on Survivor Engagement

The SETF’s desk review examined the existing literature on engaging and including perspectives of survivors so the task force could create comprehensive strategies to address the complex needs of survivors in their journeys to full recovery. A review of human trafficking survivor engagement is included in this section of the report, as are recommendations for survivor engagement.

Unfortunately, while there is a glaring dearth of survivor inclusion in attempts to understand the complexities of human trafficking, there also remains a lack of research on survivor engagement, as this is an emergent topic in the anti-human trafficking field. Moreover, there are relatively fewer boards, committees or organizations that are supervised and/or spearheaded by diverse bodies that include Survivor Leaders. Ultimately, survivor engagement, particularly in human trafficking, could and needs to be vastly improved. It is important to note that this is not a comprehensive review, and information may be missing. The task force

gathered documents from resources known by its members, from Division of Criminal Justice (DCJ) staff, and from the use of simple keyword searches. These methods limited the scope of the resources obtained for this desk review.

The task force reviewed 18 documents, which included four presentations from national conferences, research from scholarly journals and literature published by government agencies and nonprofit organizations. The 18 documents fell into four main topic areas:

- Engaging survivors: What does it entail and why is it important?
- Promising practices for survivor engagement
- Engaging survivors of color
- How allies can assist/empower Survivor Leaders and Lived-Experience Experts

According to this literature, for survivors, there are a number of ways that organizations can provide adequate services and appropriate engagement opportunities, but determining these routes will only prove beneficial if survivors dictate and lead the effort. Survivor engagement is essential to understanding the complexities of human trafficking and its disparate causes, correlates and consequences. Victims, survivors and perpetrators represent relatively divergent groups, with a multitude of precipitating and exacerbating factors. Recognizing that service provision and engagement have different characteristics and varying appropriate approaches that can help advance understanding, create options and prevent harm. The desk review of this literature provided a strong foundation of the promising practices that are newly emerging from the anti-human trafficking field. As survivor engagement is a new area of focus for the field, new insights on gaps and promising practices will continue to grow. At this stage, this desk review provided a great starting point to inform recommendations developed by the task force.

Operational Definitions⁹⁰

The Survivor Engagement Task Force notes that language is imperfect and people who experience harm are not a monolith. The task force recognizes that the terms defined below and the definitions chosen may not reflect the experiences of all people who are subject to the harm resulting from human trafficking.

Survivor of Human Trafficking: Someone who is currently experiencing or has experienced the coercion and victimization of human trafficking under the Colorado legal codes, regardless of whether they report to or engage with the criminal justice system. This includes the person who was the target of the specific harm of human trafficking and can include friends, family members and community members who were also impacted by the harm.

Human Trafficking Lived Experience: “Personal knowledge about the world gained through direct, first-hand involvement in [human trafficking] rather than representations constructed by other people.”⁹¹

Human Trafficking Lived-Experience Expert: “A term used for individuals who have a multitude of experiences including various types of trauma or exploitation, and who have chosen to use that experience to inform and lead the anti-[human] trafficking movement.”⁹²

Interviews with Human Trafficking Lived-Experience Experts

In order to expand upon what the SETF members gleaned from the literature, the task force sought to speak with a diverse group of Human Trafficking Lived Experience Experts who currently reside in Colorado or whose trafficking experience had a nexus to the state. Based on these criteria, members developed a list of individuals to invite to participate in a one-hour Survivor Leaders/Lived-Experience Expert Panel to share their perspective on the topic of survivor engagement. When compiling the invitation list, the task force kept in mind the importance of diversity of experience, demographics and background. Embracing the promising practices learned in the literature they reviewed, the task force ensured that several

⁹⁰ The task force also referenced federal and state definitions of human trafficking in their work. This list of definitions is provided as Appendix 3, on pp. 140-141.

⁹¹ Definition adapted from the Oxford Reference, <https://www.oxfordreference.com/view/10.1093/oi/authority.20110803100109997>.

⁹² Definition from Survivor Alliance, *The 6 C's of Becoming an Advocate: Survivor's Lead*, March 2021, p. 4, <https://freedomnetworkusa.org/app/uploads/2021/03/6-Cs-of-Becoming-an-Advocate-Workbook.pdf>.

key elements were included in their process and were communicated in their invitation to Survivor Leaders. First, participation in the panel was a paid consultancy opportunity, which provided two forms of payment, either by check or by gift card. Second, the task force offered a range of times for the panel to take place in order to accommodate a range of schedules, including early-morning, mid-afternoon (i.e., lunch time) and evening hours. Third, the list of questions⁹³ asked of panel participants was sent as part of the invitation, to ensure that individuals could make an informed decision about participating.

Two individuals accepted their invitations to participate in the panel. Given the unique participant schedules, the panel evolved into two separate interviews led by the task force co-chair, Jessa Crisp. Based on the interviews, the following key insights emerged, which were used in the development of the task force's recommendations:

- Methods for communicating opportunities for survivors/Lived-Experience Experts:
 - Examine how other communities/social movements engage survivors.
 - Think outside traditional communication methods, and consider the use of social platforms.
 - Create a centralized location to announce opportunities.
- Discussion of what meaningful engagement looks like:
 - Creating a mutually beneficial experience for both the Survivor Leader and the organization/entity.
 - Communicating clear roles and expectations from the onset.
 - Listening to Survivor Leaders and ensuring that their feedback was heard by implementing what was learned into programming, training curricula, projects, etc.

In addition to the panel hosted by the task force, the SETF dedicated two of its meetings to learning about promising practices from national experts within the field to ensure that the engagement with survivors considered all forms of human trafficking and diverse demographics. Specifically, the task force heard from experts on the intersections of human

⁹³ The list of questions asked as part of the Survivor Leaders/Lived-Experience Expert Panel is available in Appendix 4, on p. 142.

trafficking and disability, and human trafficking and race. Ericka Reil, from the Vermont Center for Independent Living and a member of the National Human Trafficking and Disability Working Group gave a presentation to the SETF in May 2021. This presentation highlighted the intersection of the crime of human trafficking and the disability community and raised awareness about accessibility considerations when working with victims of human trafficking who may also have a disability.

Evelyn Chumbow and Fainess Lipenga presented at the task force’s June meeting as part of their work in the Survivor Leadership Series hosted by Survivor Alliance and the Human Trafficking Legal Center. Ms. Chumbow and Ms. Lipenga provided an overview of their work on the Survivor Leadership Series and the research they conducted, which examined the intersection of human trafficking and racism. The information shared with the SETF demonstrated that racism made Black, Indigenous and People of Color (BIPOC) survivors more vulnerable to human trafficking while simultaneously making it harder for these survivors to access services. In addition, their research found that the ability of BIPOC survivors to become leaders within the anti-human trafficking movement was also impacted by racism.

Recommendations

Centering Survivor Voices

Recommendation 1: Continue to place survivor voices and engagement at the center of the Council’s work.

The creation of the SETF was the next step to ensuring that the Council continued to find promising practices that would focus survivor voices in its work. Human trafficking is

evolving as technology and society changes. As such, it is critical for Survivor Leaders and Lived-Experience Experts to help the Council understand not only these changes but also how trauma-informed and survivor-centered care looks and can be implemented. The research conducted by the task force and the experts interviewed provided significant insight in regard to this recommendation. Acknowledging the experiences that the survivors have gone through; being authentic, genuine and transparent; and being ready and willing to engage in active listening are key components that should always be at the forefront of any discussions and work being done by the Council or its advisory committees. The additional recommendations

listed throughout this section provide specific ways to incorporate survivors' voices as a standard practice for the Council's work.

One Survivor Leader noted that organizations, legislatures, councils, etc., often create policies and programming that is shaped by the loudest voices in the survivor community, rather than taking the time to listen to a diverse group of voices. The concept of accessibility, or the lack of access, influences the demographics included in survivor engagement. Accessibility covers a wide range of considerations, including

Recommendation 2: Survivors from all forms of human trafficking and demographics should be included in the work of the Council and within anti-human trafficking organizations. Their active participation is vital to creating policies and facilitating engagements, trauma-informed care and services for victims of human trafficking.

language, technology, travel, work schedules and individuals with disabilities. Accessibility was a major area of discussion during the presentation by Ericka Reil from the National Human Trafficking and Disability Working Group. Some of the key insights from this discussion are below:

- Always ask what kind accommodation(s) a person might need prior to attending a meeting/event, participating in an activity, etc. Accommodations may not necessarily mean working with people with disabilities; there is a wide variety of ways to accommodate individuals with certain requirements. These can include anything from interpreters to dietary options, among a number of other actions and policies.
- Always provide contact information in regard to the meeting, event, activity, etc. This should include a telephone number, text line and email address in order to be fully accessible to all individuals. It is important that contact information goes to someone who can answer questions and provide more information about the event/activity.
- Consider accessibility when thinking about an event space. This should include convenience of location (e.g., Is it near a main bus line?), availability of parking and bathrooms, door sizes (e.g., Can someone with a mobility aid get around?), access to multiple levels of a building to reach meeting space (e.g., Are stairs the only option?), etc.

- Consider using accessible fonts for publications (e.g., legible, straight and simple fonts that are san serif, such as Verdana, Arial or Trebuchet).

Accessibility should always be taken into consider when trying to engage with a diverse array of Survivor Leaders and Lived-Experience Experts. It is important to be willing to meet people where they are in terms of technology, time of day, location, language, costs to participate, etc. This includes integrating voices of survivors who are newly coming out of their human trafficking experience or other forms of exploitation. For example, organizations can develop mentorship opportunities, peer-to-peer support and unique ways to engage new voices (e.g., a one-on-one phone call or an invitation to participate on a task force or respond to a survey anonymously, etc.).

Recognizing that Survivor Leaders come from diverse experiences and backgrounds is a critical component for all agencies working within the anti-human trafficking field. Acknowledging this diversity helps ensure that policies and services that are created in response to human trafficking are well informed and designed in way that is culturally appropriate and accessible.

Nurturing and Supporting Opportunities for Survivor Engagement

Recommendation 3: Encourage the promotion of opportunities for survivor engagement whenever they exist. Organizations seeking to engage survivors for long-term involvement, e.g., as a member of an advisory board or steering committee, could post openings.

The Council should use available communication channels (website, monthly e-newsletter, etc.) to promote engagement opportunities for Survivor Leaders and Lived-Experience Experts. The Council should use its sphere of influence in the anti-human trafficking field to encourage organizations seeking to engage survivors for short-term involvement, such as in specific projects, grant activity, survey/interview participation, etc., to advertise these opportunities through their own communication channels as well as through the Council's. Such opportunities could include organizations that are looking for survivor speakers, not necessarily survivor storytellers. The Council should not only promote these opportunities but also encourage organizational partners to create these opportunities by sharing the benefits that appropriate survivor engagement could have on an organization's programming, policy development and service delivery.

While organizations may want to increase Survivor Leader engagement in their work, they are not always ready to do so in a way that is trauma-informed. The SETF spent time with Survivor Leaders discussing ways

Recommendation 4: Provide technical assistance and resources for organizations seeking to increase Survivor Leader engagement.

that organizations could prepare themselves for this opportunity. The discussion resulted in a few basic steps that organizations can take to prepare for this work. The most common themes were training and education around trauma, understanding the intersections of human trafficking and other adverse experiences (e.g., homelessness, addiction, children in the foster care system and domestic violence) and considering mental health concerns. In addition, organizations need to be transparent and be prepared to share the reason(s) they are asking Survivor Leaders to participate, and outline clear roles and expectations. Organizations looking for resources to assist them in this work can access information from these survivor lead groups: National Survivor Network (<https://nationalsurvivornetwork.org/>), Survivor Alliance (<https://www.survivoralliance.org/>) and the Human Trafficking Leadership Academy (<https://www.acf.hhs.gov/otip/training/nhttac/human-trafficking-leadership-academy>), to name a few.

Peer-to-Peer Models

Recommendation 5: Promote peer-to-peer models of survivor engagement across organizational levels (e.g., within advisory committees and at the Council level). Promote the continued amplification of the voices of people being served at all levels of policy creation, organizational development, training curricula writing, etc.

A common theme resulting from the task force's conversations with human trafficking Lived-Experience Experts is the importance of building peer-to-peer support models for Survivor Leaders in their anti-human trafficking engagement and leadership journeys. Peers can relate to and understand those who are still learning about the anti-human trafficking field and the various ways to be involved both at the forefront and behind the scenes. Peer-to-peer support can come from other Survivor Leaders as well as from those who are not active in the anti-human trafficking field.

This recommendation, when applied to the Council’s work could take shape in several ways:

- Pair seasoned survivor Council members with new survivor Council members in order to provide guidance and support.
- Explain what it looks like to attend a Council meeting for the first time, such as in a frequently asked questions (FAQ) document to include on the Council’s website.

Example items for FAQs could include:

- Explanation of how the Council uses Robert's Rules of Order
- Voting—why, how and what the purpose is of this formality.
- Offering anonymity to Survivor Leaders when joining a Council meeting; for example, announcing their name as “Jane/John Doe” (or whatever they prefer) in order to protect their identity
- Provide an example of a typical Council agenda and how to announce whether you want to make a public comment

Providing such information could help break down barriers and clarify misunderstandings about what the Council is or is not. Information creates inclusivity and accessibility, which then fosters diversity.

Equitable Forms of Compensation

Given the nature of the crime of human trafficking, there should be conversations on equitably compensating Survivor Leaders and Lived-Experience Experts when they are asked to engage in work to support the anti-

human trafficking movement, whether speaking to a group, reviewing curricula, writing a report, etc. The SETF talked with Survivor Leaders and gathered feedback about compensation practices. There were a few takeaways from these conversations. First, the method of compensation should not create a barrier or create a safety issue for a survivor based on procedures that may require them to share personal identifiable information. Rather, provide options for compensation in a variety of forms, such as a gift card, a check or a wire transfer.

Recommendation 6: Find and advocate for equitable forms of compensation for Survivor Leaders and Lived-Experience Experts.

Second, compensation does not always have to be monetary in value. Some suggestions included writing a letter of recommendation for the survivor to help them advance their academic or professional goals; assisting the survivor with an internship or a professional mentorship opportunity; or paying for, or providing an opportunity for, Survivor Leaders to attend a training or conference that helps with their professional development goals.

Regardless of the form of compensation, the naming of the equitable form of compensation should always come from the individual Survivor Leader or Lived-Experience Expert, and the Council should always be transparent with what they can provide.

Third, take into consideration the various barriers that might exist for Survivor Leaders to be able to participate. This could include providing childcare, providing transportation and offering times to meet with Survivor Leaders that work around their schedules, which may not always be from 9 AM to 5 PM on weekdays.

Finally, equitable compensation should also take into consideration the emotional toll that participating in an activity or event might take on the Survivor Leader or Lived-Experience Expert. For example, compensating someone for a one-hour presentation should also include time an individual needs to prepare for the event as well as time to decompress after the event, to engage in self-care strategies.

Applying Lessons Learned to the Council's Outreach and Recruitment Efforts

Recommendation 7: Revisit the Council's outreach and recruitment efforts for members, taking into consideration cultural and linguistic diversity and how the Council promotes membership.

- Communicate how participation on the Council is a mutually beneficial opportunity for Survivor Leaders (e.g., networking, letters of recommendations, influencing policy and legislation, influencing statewide standards of training, etc.)

Each year, when there are vacancies on the Council or opportunities to participate in advisory committees, there have been a number of ways in which these opportunities were shared with the public. Efforts have included announcements at monthly Council meetings, postings on the Council website, notices in the Council newsletter (*The Colorado Anti-Trafficking Insider*) and

word of mouth from current Council members. The SETF recognized that these methods of communication were helpful, but there were opportunities for expanding the Council's outreach to Survivor Leaders. Survivor Leaders noted that, in addition to sharing opportunities to participate on the Council or its advisory committees, more information should be communicated to them so they understand how their expertise and relationship with the Council can benefit them, as well as the Council. New strategies for outreach will need to be explored to communicate about these shared opportunities, which may include the use of social media platforms, a single place to post all opportunities and posting through local service providers.

Conclusion

The SETF considers its first year as a task force a foundational year to gather a baseline of definitions and promising practices in the emerging area of integrating survivor voices in the anti-human trafficking field. Task force members find it incredibly important to continue this work in order to elicit feedback from a broad and diverse group of Survivor Leaders, using surveys, interviews and other techniques. This year provided a great foundation from which the task force can continue to grow and learn how to better center survivor voices in the Council's work and become better allies to Survivor Leaders and Lived-Experience Experts across the state.



SECTION 6

Intersections of Equitable Access and Human Trafficking

Summary of Recommendations

Recommendation 1

Utilize and fund the regional navigator model to connect individuals experiencing human trafficking to resources.

Recommendation 2

Continue to increase training of professionals intersecting with individuals who present with human trafficking risk factors.

Recommendation 3

Expand Colorado's Address Confidentiality Program to include human trafficking victims.

Recommendation 4

Pursue conversations between county Departments of Human Services (DHS) and service provider organizations about the information nonprofits should include in a verification

letter/letter of support on behalf of human trafficking survivors in order for the survivor to be approved for public benefits through DHS.

Recommendation 5

Encourage county DHS benefits representatives to hold office hours twice a month at a DHS satellite, nonprofit offices, or community-serving organizations for human trafficking survivors to drop in and complete public benefits applications.

Introduction

At its 2020 annual retreat, the Colorado Human Trafficking Council (the Council) voted to establish an Underserved Populations Task Force (UPTF). In 2021, the Council voted to continue this task force, which underwent a name change to the Equitable Access Task Force (EATF) after receiving feedback from the public to be more strength-based by focusing more on the important role services play than on the populations that are underserved. The purpose of this group was to examine the intersections of identity and experience and how those intersections relate to services rendered to human trafficking victims/survivors. Human trafficking services often focus on very specific populations, leaving many of the most vulnerable populations underserved.

The goal of the task force was to highlight these services' gaps in an effort to increase inclusion of these underserved populations in service provision.

In 2020, EATF members established their working definition of the term “underserved populations” as a derivative of a definition from the one implemented by the Colorado Office for Victims Programs’ Crime Victim Services (CVS) Fund:

Underserved populations include individuals who by virtue of language, ethnicity, race, culture, disability, age, sexual orientation, religion, gender, gender identity, immigrant status or geographic location may face barriers in accessing and using victim services.⁹⁴

⁹⁴ Amended from the announcement for calendar year (CY) 2021 and CY 2022 CVS Grant. Colorado Office for Victims Programs, 2020.

As discussed in 2020, EATF (at the time, UPTF) members noted how wide this net was and focused mainly on populations specifically underserved within the anti-human trafficking field, as defined by the United States Advisory Council on Human Trafficking’s *Annual Report 2019*.⁹⁵ Using this report and the CVS Fund definition as guidance, the task force discussed and identified populations specifically in Colorado that were underserved within the human trafficking realm in 2020. Figure S is a word cloud that was generated to illustrate these populations. As shown in the word cloud, the primary populations focused on were: boys and men, individuals living in rural communities, communities of color (Latinx, Indigenous), individuals without access to housing, people who identified as Lesbian, Gay, Bisexual, Transgender, Queer, Intersex (LGBTQI+), people with limited English proficiency, victim defendants, survivors with criminal charges and individuals who experienced societal alienation. In 2021, EATF members found it important to also include labor trafficking victims as well as individuals with physical and/or mental disabilities to this non-exhaustive list.

Figure S: Word Cloud of Colorado-Specific Underserved Populations



Source: Underserved Populations Task Force (now EATF), February 2020 meeting.

EATF members also researched the term “equity” and guided their work using a combination of definitions crafted by the Colorado Office of Health and Equity and the nonprofit Equity in the Center:

⁹⁵ United States Advisory Council on Human Trafficking, *Annual Report 2019* (Fairfax, VA: ICF International, 2019), last accessed October 10, 2020, <https://www.state.gov/wp-content/uploads/2019/05/US-Advisory-Council-2019-Report.pdf>.

Equity: When everyone, regardless of who they are or where they come from, has the opportunity to thrive. This requires eliminating barriers like poverty and repairing injustices in systems such as education, health, criminal justice, and transportation.⁹⁶ The principle of equity acknowledges that there are historically underserved and underrepresented populations, and that fairness regarding these unbalanced conditions is needed to assist equality in the provision of effective opportunities to all groups.⁹⁷

A Deeper Focus

Task force members decided that this year's research would focus on a deeper dive into recommendations from last year's report. In particular, EATF focused on the following two recommendations:

- Colorado should use a combination of one-stop shops or existing organizations with a whole-person health approach and use regional community navigators in multiple regions across the state.
- Colorado should amend its public code to provide a bridge of public benefits, such as Medicaid, the Supplemental Nutrition Assistance Program (SNAP) and Temporary Assistance for Needy Family (TANF), for pre-certified foreign national victims of human trafficking.

These two recommendations were unique yet intertwined, as task force members discovered which gaps existed within these professions and programs and heard from experts on how the gaps could be navigated.

Regional Navigators as One-Stop Shops

One-stop shops come in many forms; agencies with wraparound services, buildings that contain both systems and nonprofit representatives, resource centers and family justice organizations are just a few examples. In many areas of Colorado, the county Department of Human Services is utilized in the region as its one-stop shop. In other areas, there are various

⁹⁶ Colorado Department of Public Health & Environment, Office of Health Equity, accessed October 3, 2021, <https://cdphe.colorado.gov/ohe>.

⁹⁷ Equity in the Center, *Awake to Woke to Work: Building a Race Equity Culture*, Washington, DC, 2020, p. 24, accessed October 3, 2021, <https://equityinthecenter.org/aww/>.

collaborations like Porch Light and nonprofits like Asian Pacific Development Center that act as organizational one-stop shops through whole family and whole health approaches.

Where the resources for one-stop shops are unavailable or do not culturally match the individual, utilizing regional navigators can strengthen community response. Regional navigators in these cases are individuals who identify and coordinate services available in their geographic region for human trafficking survivors. By employing these regional navigators, Colorado can expand the definition of the one-stop shop model, which proposes a singular “location” that offers support to victims and survivors of violent crimes, into something more malleable and responsive to how local and county systems are working.

Recommendation 1: Utilize and fund the regional navigator model to connect individuals experiencing human trafficking to resources.

These regional navigators can be housed in many spaces, but victim advocates may be a natural alignment. Funding can be built into existing budgets or new grants for transportation, mobile

Harnessing Technology to Serve Human Trafficking Survivors

Audrey Haque, a Harvard graduate student, was invited to the task force’s April meeting. Ms. Haque developed an application that provides information on services for survivors of human trafficking in response to survivor input she received regarding access to services. The intent of the application is to address the question, “How can we better support those with lived experience of human trafficking by providing access to trustworthy, responsive and relevant resources,” by looking into the following issues: verifying trustworthiness of an organization, evaluating organization responsiveness and ensuring eligibility for services. Her application proposed the following solutions to these issues:

1. Trustworthiness: Provide current information for an organization; prioritize survivor-led and survivor-staffed organizations; and allow for transparent, anonymous feedback.
2. Responsiveness: De-prioritize unresponsive organizations.
3. Relevance: Show only organizations that will offer services based on client’s age, gender, experiences, location and preferred language, and make eligibility criteria transparent.

Applications like this could be used not only by one-stop shops to connect survivors with relevant services but also by regional navigators to find nearby referrals for warm handoffs.

advocacy, warm handoffs⁹⁸ and client child care. Natural spaces for collaboration for resources (such as online community forums) can be a powerful tool for these navigators. Both physical services and virtual options are important and have developed as a response to the COVID-19 pandemic.

Underserved populations come into contact with many organizations and government systems that may not recognize human trafficking or understand victim and survivor needs.⁹⁹ In many instances, training can be

Recommendation 2: Continue to increase training of professionals intersecting with individuals who present with human trafficking risk factors.

built into the funding of these regional navigator positions. As exemplified through the *Innovate Colorado* grant,¹⁰⁰ regional navigators can become hubs for cross-training professionals within their region who may often intersect with individuals who present with human trafficking risk factors, ensuring a more seamless and trauma-responsive handoff between service providers.

Expanding Access to Current Programs

The recommendation that Colorado should amend its public code to provide a bridge of public benefits for foreign national victim of human trafficking has been reiterated through multiple task forces of the Council.¹⁰¹ Without an approved T or U (nonimmigrant status) visa, foreign nationals are left with few avenues for accessing services that are critical to interrupting the human trafficking cycle, such as food, shelter and financial security. While COVID-19 temporarily expanded some federal benefits, such as access to food, there was misinformation surrounding these benefits that kept individuals from accessing them, and most of the temporary expansions have lapsed. In Colorado, Senate Bill 21-199 and House Bill 21-1054 passed during the 2021 legislative session, removing the barrier of having to prove lawful

⁹⁸ A “warm handoff” is defined as the process of transferring a client from one provider to another in a culturally responsive manner, honoring the [client’s] choice. A warm handoff includes fact-to-face meeting(s) with the client prior to discharge or transition between providers, and which coordinates the transfer or responsibility for the client’s ongoing care and continuing treatment and services. Definition adapted from the Law Insider, <https://www.lawinsider.com/dictionary/warm-handoff>.

⁹⁹ To read more about the importance of appropriate training and recommended professionals to be trained, see the Council’s *2020 Annual Report*, pp.94-95.

¹⁰⁰ To read more about the *Innovate Colorado* grant project, see the Council’s *2019 Annual Report*, pp. 96-97 and the Council’s *2020 Annual Report*, pp.106-108.

¹⁰¹ To read the recommendation see the Council’s *2018 Annual Report*, pp.63-64 and the Council’s *2020 Annual Report*, pp.91-92.

presence in order to be eligible for some public benefits that were not federally required, such as community behavioral health, discounted primary care, support for individuals with intellectual and developmental disabilities as well as housing.

While foreign nationals experience a heightened level of barriers to accessing public benefits because of their lack of legal status, many U.S. citizens (i.e., domestic survivors) also experience significant barriers. When applying for public benefits, such as Medicaid, SNAP and TANF, domestic victims experience many of the following barriers in submitting their applications:

- Lack of permanent address, leading to inability to receive notifications.
- Inability to prove housing, income, etc.
- Difficulty obtaining identification.
- Inability to use gathering places as temporary living or mailing address, due to safety concerns.
- Rejection of letters of support from supporting services.
- Language inaccessibility (many services are only available in English and perhaps Spanish).
- Challenges navigating the Colorado Program Eligibility and Application Kit (PEAK) 102 platform.
- Difficulty accessing technology/internet.
- Lack of support or knowledge of where to find help navigating these barriers.

The following recommendations could assist both foreign national and domestic human trafficking victims in overcoming the barriers outlined for accessing public benefits.

Address Confidentiality Program

Recommendation 3: Expand Colorado's Address Confidentiality Program to include human trafficking victims.

Human trafficking victims who find themselves without a permanent mailing address or stable housing, such as those who fled living with their traffickers, cannot complete the application for public benefits through Colorado Program

¹⁰² Colorado PEAK is an online service for Coloradans to screen and apply for medical, food, cash and early childhood assistance programs.

Eligibility and Application Kit (PEAK). The process requires applicants to provide a permanent mailing address for official correspondence, not allowing for the use of post office boxes (PO Boxes) as temporary addresses. One such program that could assist in removing this barrier, and is available for individuals who experience similar crimes, like sexual assault and intimate partner violence, is the Address Confidentiality Program. This statewide program provides survivors of stalking, sexual assault and intimate partner violence with a legal substitute address and mail forwarding service that all state and local government agencies must accept.

Human Services Partnerships

Recommendation 4: Pursue conversations between county DHS and service provider organizations about the information nonprofits should include in a verification letter/letter of support on behalf of human trafficking survivors in order for the survivor to be approved for public benefits through DHS.

In some counties, nonprofit service providers have been able to provide letters of support for human trafficking survivors to supplement their Colorado PEAK applications. These letters of support have ranged from informing the county that the nonprofit is willing to receive mail correspondence on the survivor's behalf, all the way to providing documentation explaining missing identification or proof of income. Since Colorado is a locally administered state where each county DHS has its own process, the EATF recommends that county DHS and service provider organizations working in that county to assist human trafficking survivors discuss the types of information and verification the letters of support should contain to ease the application process for public benefits or bypass the standard application procedure completely.

In the past, some county DHS benefit representatives have opened their doors for office hours to help individuals navigate the Colorado PEAK process. This valuable support

Recommendation 5: Encourage county DHS benefits representatives to hold office hours twice a month at a DHS satellite, nonprofit offices or community-serving organization for human trafficking survivors to drop in and complete benefits applications.

has helped not only human trafficking survivors but also the service providers and regional navigators who have worked alongside clients. This concept helped ensure that service providers had a space and time where they could drop in if they had a particularly complicated

application they were assisting with. EATF recommends that drop-in office hours be a standard practice across Colorado's 64 county DHS offices as possible, expanding from their regular offices to DHS satellite offices or collaborating with a nonprofit or community-serving organization to eliminate transportation barriers.

Conclusion

The Equitable Access Task Force's further exploration of two 2020 recommendations continues to build on prevention efforts by addressing root causes for human trafficking, expanding protections for victims/survivors and strengthening partnerships in the anti-human trafficking and related fields. Members of the task force hope to continue the work toward more equitable access of services within the human trafficking field through the continuation of this task force or integration into others.



SECTION 7

Addressing Barriers Caused by Criminal Records

Summary of Recommendations

Recommendation 1

Arrests and Adjudications, Time Limits, Burden of Proof and Additional Restrictive

Conditions: Colorado’s laws on criminal record relief for survivors of human trafficking are comprehensive in addressing records related to arrests and adjudications, statutory time limits, burden of proof, and omitting additional restrictive conditions. New statutes involving relief of criminal records acquired as a result of an individual’s human trafficking should be aligned with the following:

- Arrests and adjudications relief: Include criminal record relief for records beyond a criminal conviction.
- Time limits: Allow the ability to seek criminal record relief at any time.

- Burden of proof¹⁰³: This should be the preponderance of evidence.¹⁰⁴
- Additional restrictive conditions: There should be no additional restrictive conditions on criminal record relief for survivors of human trafficking.

The statute C.R.S. §24-72-707¹⁰⁵ meets the minimum standards in these areas, and the Colorado Human Trafficking Council (the Council) recommends that any future statutes addressing criminal record relief for survivors of human trafficking also meet these standards.

Recommendation 2

Official Documentation: Ensure that any future Colorado statutes (involving relief of criminal records acquired as a result of an individual’s human trafficking experience) allow for the use of official documentation to create a presumption of eligibility and continue to allow for eligibility to be proven without official documentation.*

* See statute C.R.S. § 18-7-201.3¹⁰⁶ for potential language

Recommendation 3

Nexus to Human Trafficking: Align all current Colorado statutes (involving relief of criminal records acquired as a result of an individual’s human trafficking experience) with the recognition that and/or enact a new law with the recognition that the path of a trafficking victim will rarely be perfectly sequential or linear and that the instability that commonly results from having been a victim of human trafficking can impact a survivor’s options and actions long after they have exited their trafficking situation. Therefore, the nexus to human trafficking required for record relief requested by human trafficking survivors should be that the crimes were committed “as a result” of the trafficking.

¹⁰³ “Burden of Proof” means the obligation a party has to (his)(her)(its) claim(s) or defense(s) by” a specified standard of proof, such as the “preponderance of the evidence” or “beyond a reasonable doubt.” Colorado Judicial Branch, “Chapter 3: Evidence,” *Pattern Civil Jury Instructions* (Colorado: Colorado Judicial Branch, 2021), p. 2, https://www.courts.state.co.us/userfiles/file/Court_Probation/Supreme_Court/Committees/Civil_Jury_Instructions_Committee/2021/Chapter%203.pdf.

¹⁰⁴ “To prove something by a ‘preponderance of the evidence’ means to prove that it is more probably true than not.” Ibid.

¹⁰⁵ Sealing of criminal records information for offenses committed by victims of human trafficking, C.R.S. § 24-72-707.

¹⁰⁶ Affirmative Defense – human trafficking – expungement of record protective order – definitions, C.R.S. § 18-7-201.3.

Recommendation 4

Confidentiality: Align all current Colorado statutes (involving relief of criminal records acquired as a result of an individual’s human trafficking experience) in such a way, and/or enact a new law, that expressly protects confidentiality or allows for filing of documents under seal. If the conviction considered for record relief involves a Colorado Victim Rights Act (VRA) crime, the victim of that crime shall have all of their rights met in accordance with the VRA.

Introduction

At the Council’s annual retreat in January 2021, Council members elected to form a Criminal Justice Task Force (CJTF) to conduct work identified by the Council as a priority. The Council began a discussion around this topic at the previous year’s annual retreat, in January 2020. Specifically, Council members expressed a need to prevent and respond to human trafficking survivors’ involvement in the criminal justice or juvenile justice systems. At its first few meetings, the CJTF gathered potential areas of focus for the task force, which were then grouped into themes. These themes included, criminal record relief, training, law enforcement and other miscellaneous topics related to criminal justice. The CJTF discussed and workshopped problem statements to help define its work. The task force came to an agreement on its direction by voting on and approving the following statement:

Purpose Statement

The aim of the Criminal Justice Task Force is to address barriers to long-term stability created by the criminal records of human trafficking survivors resulting from their trafficking experiences.

The task force members were interested in removing barriers resulting from criminal records that prevented survivors from thriving following their human trafficking experiences. The task force discussed some of the challenges faced by survivors due to their criminal records, which included housing qualification, financial aid for secondary education, college campus housing and employment access.¹⁰⁷

¹⁰⁷ A more comprehensive list of the impact of criminal records is available in Erin Marsh, et al., *State Report Cards: Grading Criminal Record Relief Laws for Survivors of Human Trafficking* (Washington, DC: Polaris, 2019), accessed October 11, 2021, <https://polarisproject.org/resources/state-report-cards-grading-criminal-record-relief-laws-for-survivors-of-human-trafficking/>.

The CJTF saw two avenues for addressing the criminal records of human trafficking survivors, one through preventing survivors from acquiring criminal records, and, two, through revisiting the current criminal record relief afforded to survivors. The task force decided to focus its efforts on developing recommendations related to criminal record relief in Colorado.

Criminal Record Relief

Criminal record relief “provide[s] an avenue for [human] trafficking survivors to clear their records of criminal convictions incurred from crimes their traffickers forced, compelled, or coerced them into committing.”¹⁰⁸ The CJTF discussed three forms of criminal record relief: sealing, expungement and vacatur, and reviewed current state laws to determine the types of criminal record relief available in Colorado.

Colorado law currently allows for the sealing of criminal convictions for prostitution-related offenses if the “defendant establishes by a preponderance of evidence, that at the time [of] the offense, he or she had been trafficked by another person ... for the purpose of performing the offense.”¹⁰⁹ This type of relief does not change the conviction itself but rather conceals the record of the conviction from public view.¹¹⁰ Sealing a conviction “leav[es] the underlying conviction intact. A sealed conviction would not turn up on a standard background check, but a party can gain access to it through a court order.”¹¹¹ The current statute can assist survivors of human trafficking because standard background checks would not return their convictions for prostitution or prostitution-related offenses, and therefore some of the barriers in accessing employment, education, housing and other services could be removed.

Expungement means that “the legal record of an arrest or criminal conviction is erased in the eyes of the law. ... In most cases, during background search or public records inspection, no record of the arrest or criminal conviction will appear.”¹¹² This remedy extends beyond sealing by actually erasing the conviction from records. However, it is important to note that “arrests or convictions that are expunged, while inaccessible to the public, can remain visible to certain

¹⁰⁸ Ashleigh Pelto, “Criminal Record Relief for Human Trafficking Survivors: Analysis of Current State Statutes and the Need for a Federal Model Statute,” *Michigan Journal of Gender & Law* 27, no. 473 (2021): p. 477, accessed October 6, 2021, <https://repository.law.umich.edu/mjgl/vol27/iss2/6>.

¹⁰⁹ Sealing of criminal records information for offenses committed by victims of human trafficking, C.R.S. § 24-72-707.

¹¹⁰ Pelto, “Criminal Record Relief for Human Trafficking Survivors,” p. 478.

¹¹¹ *Ibid.*

¹¹² Marsh, et. al., *State Report Cards*, p. 8.

government agencies, and expunged convictions may still be considered in later legal proceedings.”¹¹³ The state of Colorado only has a mechanism for minors to expunge their criminal records. One instance in which minors can utilize expungement is in convictions for prostitution and other prostitution-related offenses, if the individual establishes by a preponderance of evidence that at the time of the offense he or she was a victim of human trafficking or was coerced by another person.¹¹⁴

Vacatur nullifies a conviction and differs from sealing and expungement because it “alters the merits of the underlying record.”¹¹⁵ According to Polaris, vacatur “is the closest thing to a legal recognition that the survivor should not have been convicted in the first place.”¹¹⁶ It is considered to be “the most effective form of criminal record relief for survivors”¹¹⁷ because the conviction no longer exists, and any records of it are deleted. For vacatur to remove barriers to certain immigration relief, the vacatur **law must make explicit that the vacatur is due to a substantive defect in the judgement against the victim.** Colorado laws do not currently allow for vacatur of criminal records.

The Survivor Reentry Project

To further understand criminal record relief, the CJTF invited Kate Mogulescu, assistant professor of clinical law at Brooklyn Law School and lead attorney at the Survivor Reentry Project (part of the Freedom Network USA¹¹⁸), to present and engage in a discussion with task force members at their June meeting. Ms. Mogulescu founded and leads the Survivor Reentry Project, which “focuses on criminal record relief for survivors of human trafficking” and “offers national training and technical assistance on vacatur, expungement, sealing and other criminal record remedies.”¹¹⁹

¹¹³ Pelto, “Criminal Record Relief for Human Trafficking Survivors,” p. 478.

¹¹⁴ Expungement of juvenile delinquent records – definition, C.R.S. § 19-1-306.

¹¹⁵ Marsh, et. al., *State Report Cards*, p. 8.

¹¹⁶ *Ibid.*, p. 14.

¹¹⁷ Pelto, “Criminal Record Relief for Human Trafficking Survivors,” p. 483.

¹¹⁸ Freedom Network USA, “The Freedom Network USA is the United States’ largest coalition working to ensure that trafficked persons have access to justice, safety, and opportunity. ... [T]he network includes survivors, legal and social service providers, researchers, and expert consultants.” Freedom Network USA, “About Us,” accessed October 11, 2021, <https://freedomnetworkusa.org/about-us/>.

¹¹⁹ Freedom Network USA, “Survivor Reentry Project,” accessed October 11, 2021, <https://freedomnetworkusa.org/advocacy/survivor-reentry-project/>.

During her presentation, Ms. Mogulescu emphasized the importance of vacatur as a remedy for criminal record relief, as it is the fullest remedy and the remedy most protective for survivors. She explained that vacating a criminal conviction is undoing the conviction, rendering it a legal nullity (i.e., as if it had never happened). This outcome is based on the fact that the offense was committed as a result of human trafficking. Vacatur is an important criminal record relief option for non-citizen human trafficking survivors in particular because convictions are relevant for immigration court or if they interact with the criminal legal system. However, for the vacatur to benefit the non-citizen, the statute must make explicit that the vacatur is due to a substantive defect in the judgement against the victim.

Ms. Mogulescu also addressed and clarified questions about the criminal record relief process. Criminal record relief provisions are not automatic, and there is no scenario in which a court is compelled or mandated by law to provide relief. State laws that allow for various types of criminal record relief are designed for the court to consider the circumstances of the crime and the experiences of the parties involved, and allow for the prosecution to weigh in. The CJTF reviewed and discussed model criminal record relief laws from other states, including Georgia, Florida, California, New York and Nebraska.

State Report Cards Framework

Polaris¹²⁰ developed a framework for evaluating criminal record relief laws of different states in its report, *State Report Cards: Grading Criminal Record Relief Laws for Survivors of Human Trafficking*.¹²¹ This report was co-authored by other experts on criminal record relief, including Kate Mogulescu and Jessica Emerson at the University of Baltimore, School of Law. The 11 categories in their framework include: Range of Relief, Arrests and Adjudications Relief, Offenses Covered, Judicial Discretion, Nexus to Trafficking, Time Limits and Wait Times, Hearing Requirement, Burden of Proof, Official Documentation, Confidentiality and Additional Restrictive Conditions on Relief. Each state's laws were evaluated using this framework and a grading scale (A-F).¹²² Colorado received an "F" grade according to this methodology, with the

¹²⁰ Polaris is a nonprofit organization and leader in the anti-trafficking field that describes itself as "leading a data-driven social justice movement that reduces, prevents and ultimately ends sex and labor trafficking and supports survivors on their path toward freedom and healing." Polaris also operates the National Human Trafficking Hotline. Polaris, "The Big Fights," <https://polarisproject.org/>.

¹²¹ Marsh, et. al., *State Report Cards*.

¹²² *Ibid.*, p. 13.

state's laws lowest scores in the categories of Range of Relief, Offenses Covered, Official Documentation and Confidentiality.

The CJTF utilized this framework to analyze Colorado's current statutes related to criminal record relief and make recommendations for improvement.

Recommendations

The Council approved the following recommendations proposed by the CJTF at its September meeting.

Recommendation 1: Arrests and Adjudications, Time Limits, Burden of Proof and Additional Restrictive Conditions

Recommendation 1:

Colorado's laws on criminal record relief for human trafficking survivors are comprehensive in the following areas, and all current statutes and new statutes involving relief of criminal records acquired as a result of an individual's human trafficking should be aligned with the following:

- Arrests and adjudications relief: Include criminal record relief for records beyond a criminal conviction.
- Time limits: Allow the ability to seek criminal record relief at any time.
- Burden of proof: This should be the preponderance of evidence.
- Additional restrictive conditions: There should be no additional restrictive conditions on criminal record relief for survivors of human trafficking.

C.R.S. § 24-72-707 meets the minimum standards in these areas, and we recommend that any future statutes addressing criminal record relief for survivors of human trafficking also meet these standards.

The CJTF grouped these categories of the framework together, as these areas are where Colorado received the maximum point value, meaning that they achieved the standard of an ideal statute, as defined by Polaris.¹²³

Criminal record relief typically only covers relief for convictions of crime. However, individuals may have a criminal record from an arrest or juvenile adjudication,¹²⁴ even if the outcome is not a conviction. These records can also show up in background checks. This recommendation states that arrests and adjudications should also be eligible for criminal record relief if they are acquired as a result of an individual's human trafficking experience.

¹²³ Ibid.

¹²⁴ "In juvenile delinquency cases, the term "adjudication" is equivalent to the term "conviction" for adults. "Glossary of Terms," Colorado Judicial Branch, accessed October 27, 2021, <https://www.courts.state.co.us/Glossary.cfm>.

Related to time limits, there are some states that only permit criminal record relief within a certain timeframe, or that require individuals to wait a certain amount of time after an arrest or conviction before seeking relief. This recommendation states that individuals with a criminal record acquired as a result of their human trafficking experience should be able to apply for criminal record relief at any time.

Recommendation 2:

Ensure that any future Colorado statutes (involving relief of criminal records acquired as a result of an individual's human trafficking experience) allow for the use of official documentation to create a presumption of eligibility and continue to allow for eligibility to be proven without official documentation.*

* See C.R.S. § 18-7-201.3 for potential language

The burden of proof for criminal record relief should be the preponderance of the evidence. The burden of proof “means the obligation a party has to (his)(her)(its) claim(s) or defense(s)”¹²⁵ by a specified standard of proof, such as the “preponderance of the evidence” or “beyond a reasonable doubt.” There are different standards of proof, depending on circumstances of the case. A standard of proof that is the preponderance of the evidence “means to prove that it is more probably true than not.”¹²⁶ This is the lowest burden of proof. For survivors, the burden of proof of the preponderance of evidence facilitates their application for criminal record relief, without a burdensome process to prove “beyond a reasonable doubt” that their trafficking experience occurred, which could be re-traumatizing and time consuming.

Some states that offer criminal record relief have additional restrictive conditions, such as prohibiting survivors from applying for relief if they have had a conviction vacated in another state. Having additional restrictive conditions could exclude some survivors from seeking relief, so this recommendation asserts that there should be no additional restrictive conditions.

The CJTF recommended that all new statutes involving relief of criminal records acquired as a result of an individual's human trafficking experience should be aligned with these provisions.

Recommendation 2: Official Documentation

This recommendation addresses the materials survivors must provide in order to prove that the offense resulted from their human trafficking experiences. Some survivors have official documentation, such as a certification that they are a trafficking victim from a federal, state or

¹²⁵ Colorado Judicial Branch, “Chapter 3: Evidence,” *Pattern Civil Jury Instructions*, p. 2.

¹²⁶ *Ibid.*

local government agency. This official documentation should create a presumption that the person named in the documentation is a survivor of human trafficking and is eligible for criminal record relief. Lack of official documentation should not be a barrier to relief for survivors who do not have it. Survivors should be able to demonstrate eligibility without official documentation. This could include a letter from a professional working with the survivor, such as a licensed mental health professional, service provider or attorney. Any future Colorado statutes, involving relief of criminal records acquired as a result of an individual's human trafficking experience, should allow for both official documentation to be used to create a presumption of eligibility and for eligibility to be proven without official documentation.

Recommendation 3:

Align all current Colorado statutes (involving relief of criminal records acquired as a result of an individual's human trafficking experience) with the recognition that, and/or enact a new law that recognizes that, the path of a trafficking victim will rarely be perfectly sequential or linear and that the instability that commonly results from having been a victim of human trafficking can impact a survivor's options and actions long after they have exited their trafficking situation. Record relief requested by human trafficking survivors requires a showing that the crimes were committed "as a result" of the trafficking.

Recommendation 3: Nexus to Trafficking

This recommendation explains the connection that is necessary to demonstrate between the criminal record and the human trafficking experience in order to qualify for relief. For relief, survivors of human trafficking must show that the crimes were committed "as a result" of the trafficking. Demonstrating that a crime was committed "as a result" of human trafficking provides more flexibility than proving that the crime was a direct result of

human trafficking. This recommendation recognizes that there may be crimes that are committed as a result of the human trafficking experience that are not direct. All current Colorado statutes involving relief of criminal records acquired as a result of an individual's human trafficking experience, and/or future laws on this subject, should be aligned with this language.

Recommendation 4: Confidentiality

This recommendation aims to protect confidentiality and allows for the filing of documents under seal. If the conviction being considered involves a Colorado VRA crime, the victim of that crime should have all of their rights met in accordance with the VRA. All current Colorado statutes involving relief of criminal records acquired as a result of an individual's human trafficking experience, as well as future statutes, should be aligned with this goal.

Recommendation 4:

Align all current Colorado statutes (involving relief of criminal records acquired as a result of an individual's human trafficking experience) in such a way, and/or enact a new law, that expressly protects confidentiality or allows for filing of documents under seal. If the conviction considered for record relief involves a Colorado VRA crime, the victim of that crime shall have all of their rights met in accordance with the VRA.

Recommendations on Range of Relief and Offenses Covered

The CJTF proposed two recommendations—one on Range of Relief and one on Offenses Covered—that were not approved by the Council. These recommendations had enough support from Council members that the Council agreed to record the votes and discussion within this section.

Recommendation on Range of Relief

As previously noted, current Colorado law only provides specific criminal record relief for human trafficking survivors through the sealing of

convictions for prostitution and prostitution-related offenses for adults in instances of human trafficking, and expungement (as expungement is only a legal mechanism in juvenile matters) in the case of juveniles convicted of prostitution and prostitution-related offenses in instances of human trafficking. This recommendation suggested the addition of options for criminal record relief available to adult and juvenile survivors of human trafficking with three remedies: vacatur, sealing and expungement. These remedies would be made available only for convictions of crimes committed as a result of an individual's human trafficking experience.

Range of Relief

Expand the scope of relief for criminal records acquired as a result of an individual's human trafficking experience in Colorado statute to include vacatur, sealing and expungement of criminal convictions for adults and juveniles convicted of crimes that were committed as a result of their human trafficking experiences.

Arguments in Favor of the Recommendation on Range of Relief

Council members who voted to approve this recommendation supported survivors having sealing, expungement and vacatur as remedies for criminal record relief for convictions of crimes committed as a result of their trafficking experiences. Vacatur undoes a conviction as if it had never happened. It is important that the basis of the vacatur is because of a substantive defect in the judgement against the victim, due to either evidence not presented at the time of the conviction or the nature of the crime's psychological impact on the victim (thus relating to the absence of information being disclosed), or because a victim at the time did not know they were a victim of human trafficking, which led to a misrepresentation of self in court proceedings. Council members in support of this recommendation noted that the addition of the option of vacatur is critical to removing barriers for survivors and allows the court to decide that it would not have issued the conviction if all the facts had been available at the time of the initial conviction. There may also be circumstances in which a survivor prefers to seal or expunge criminal records instead of making use of vacatur. Those in support of this recommendation on Range of Relief felt strongly that all options should be afforded to all victims of human trafficking.

Arguments Against the Recommendation on Range of Relief

Council members who voted against approval of the Range of Relief recommendation noted general support for the remedies of sealing and vacatur but expressed concerns about expungement. In Colorado, there are processes set up for sealing convictions, and those laws can be amended to more directly address sealing of human trafficking offenses. While vacatur is not something generally recognized in Colorado, the creation of a process to do so did not generally seem to be an insurmountable obstacle, although there was concern about the possible expansion of vacatur to other individuals besides human trafficking survivors. However, there is no process established for the expungement of records of adults in the state of Colorado, and it would take significant work and expense to set up a process for the expungement of criminal records for adults in Colorado. In addition, opponents of this recommendation noted the consequences of expungement, as advocated by the supporters of the recommendation, would mean that law enforcement and the courts would no longer have access to the records of those convictions, creating challenges for their work. The Council members who voted against this recommendation felt that the sealing of offense would provide

significant and adequate relief without expanding expungement to adult offenses. Furthermore, a concern was also expressed that if a mechanism for expungement of adult records were created for adult survivors of human trafficking, for crimes that were committed as a result of their human trafficking experience, it might lead to expungement of adult records in other contexts.

Vote Outcome for Range of Relief

While 14 Council members voted to approve this recommendation, the recommendation did not pass (14 yes votes; 7 no votes; 9 abstentions). According to the Council’s bylaws, “decisions shall be made by a simple majority of the Council members present at any scheduled Council meeting.”¹²⁷ This includes all members of the Council present, including members who vote to abstain. Because 30 members were present, a simple majority of Council members present would need to be 16 or more for the vote on this recommendation to pass. This means that abstentions effectively count as “no” votes since they are not counted toward achieving a simple majority of those present voting in favor of the recommendation.

Table 23: Council Vote – Recommendation on Range of Relief		
Yes (14)	No (7)	Abstain (9)
Tom Acker Kelsey Antun Jill Brogdon Mollie Bradlee Janet Drake <i>(vote by proxy - Christian Gardner-Wood)*</i> Amanda Finger Chris Henderson Mary Landerholm Rebekah Layton Pat Medige Jo-Ann O’Neil Steven Ramirez Fikile Ryder Caleb Stewart	Jim Baird Jessa Crisp Matthew Dodson Christian Gardner-Wood Mona Petrocco Klein Tony Spurlock <i>(vote by proxy - Jim Baird)*</i> Cathie Swanson	Diana Goldberg Sterling Harris Jenna Harper <i>(vote by proxy - Amy Pohl)*</i> Nhu Minh Le Mark Mason <i>(vote by proxy - Jim Baird)*</i> Amy Pohl Tammy Schneiderman Hava Simmons Sherman Swafford

*The Council bylaws allows members who are unable to attend a meeting (in-person or virtually) where voting occurs to designate a proxy to vote on their behalf. The designated proxy must be a currently appointed member of the Council.¹²⁸

¹²⁷ Colorado Human Trafficking Council, Article VI, Section 6.1.5, *Colorado Human Trafficking Council Bylaws*, p. 7, last approved February 28, 2020.

¹²⁸ Colorado Human Trafficking Council, Article VI, Section 6.1.2, *Colorado Human Trafficking Council Bylaws*, p. 7, last approved February 28, 2020.

Recommendation on Offenses Covered

This recommendation suggested aligning all current Colorado statutes involving relief of criminal records acquired as a result of an individual’s human trafficking experience in such a way, and/or enacting a new law, that allows for vacatur, sealing and expungement of all criminal records for crimes committed as a result of human trafficking. As noted, current Colorado law only allows criminal record relief for prostitution and prostitution-related offenses. This recommendation proposed additional eligible offenses for criminal record relief for crimes committed as a result of human trafficking, so long as they did not violate Colorado’s VRA. Victims of certain crimes have rights guaranteed to them under the *Colorado Constitution*. In some instances, individuals seeking criminal record relief may have been convicted of a crime that has harmed other individual(s). This possibility needs to be considered when determining criminal record relief, as granting criminal record relief to survivors of human trafficking should not violate the VRA.

Arguments in Favor of the Recommendation on Offenses Covered

Council members who voted in favor of this recommendation expressed their support for

Offenses Covered

Align all current Colorado statutes (involving relief of criminal records acquired as a result of an individual’s human trafficking experience) in such a way, and/or enact a new law, that allows for the vacatur, sealing and expungement of all criminal records for crimes committed as a result of human trafficking, based on the preponderance of evidence, in accordance with the Colorado Victim Rights Act (VRA).

expanding the offenses eligible for criminal record relief, beyond the prostitution and prostitution-related crimes currently included under Colorado law. These Council members noted that individuals can be forced to commit many different types of crimes as a result of their human trafficking experiences, including, but not limited to, shoplifting, poaching of animals for food and forced drug use or drug sales. This recommendation acknowledges that there are crimes that could be committed as a result of a labor trafficking situation, and that forced criminality is not limited to sex trafficking. Expanding the offenses covered for criminal record relief to include crimes that may result from all experiences of human trafficking removes barriers faced by a

broader spectrum of human trafficking survivors.

Arguments Against the Recommendation on Offenses Covered

Council members who voted not to approve the recommendation for Offenses Covered expressed a few different concerns. Specifically, members expressed the same concerns about the inclusion of expungement as expressed under the recommendation on Range of Relief. In addition, members expressed that they wanted to understand in more detail and have more discussion on the meaning of the phrase “in accordance with the Colorado Victim Rights Act.” Council members noted that it was unclear to them if all or certain VRA crimes would be excluded from the offenses covered and wanted further explanation to that question from members of the task force. These Council members suggested that any recommendation should offer clarity on which VRA crimes, if any, are eligible offenses for criminal record relief. Overall, a majority of Council members supported criminal record relief, but there was a desire for further clarification and refining of the two recommendations.

Vote Outcome for Offenses Covered

For the vote to approve the recommendation on Offenses Covered, there were 8 yes votes, 6 no votes, and 13 abstentions. Because “decisions shall be made by a simple majority of the Council members present at any scheduled Council meeting,”¹²⁹ this measure also did not pass.

Table 24: Council Vote – Recommendation on Offenses Covered		
Yes (8)	No (6)	Abstain (13)
Tom Acker Jill Brogdon Janet Drake <i>(by proxy - Christian Gardner-Wood)*</i> Chris Henderson Mary Landerholm Rebekah Layton Pat Medige Caleb Stewart	Jim Baird Matthew Dodson Christian Gardner-Wood Amy Pohl Tony Spurlock <i>(vote by proxy - Jim Baird)*</i> Cathie Swanson	Kelsey Antun Amanda Finger Diana Goldberg Sterling Harris Jenna Harper <i>(vote by proxy - Amy Pohl)*</i> Mona Petrocco Klein Nhu Minh Le Mark Mason <i>(vote by proxy - Jim Baird)*</i> Jo-Ann O’Neil Fikile Ryder Tammy Schneiderman Hava Simmons Sherman Swafford

*The Council bylaws allows members who are unable to attend a meeting (in-person or virtually) where voting occurs to designate a proxy to vote on their behalf. The designated proxy must be an appointed member of the Council.¹³⁰

¹²⁹ Colorado Human Trafficking Council, *Colorado Human Trafficking Council Bylaws*, p. 7.

¹³⁰ Ibid.

Crime Victims' Rights

Members of both the CJTF and the Council brought up concerns regarding the rights of crime victims in instances where a survivor of human trafficking committed a crime as a result of their human trafficking experience, which caused harm to another individual or individuals. The victims of these crimes have rights that are constitutionally mandated in Colorado under the VRA. The CJTF and the Council have noted in the language of the recommendations where the importance of upholding the VRA is a critical legal obligation. While all courts considering criminal record relief are always obligated to comply with the VRA, the Council wanted to emphasize the importance of the voice and rights of victims of crime when considering these remedies.

Conclusion

Survivors of human trafficking face many barriers to their healing and ability to move forward. Criminal records for crimes committed as a result of human trafficking can be a significant barrier. With these recommendations, the Council aimed to address these barriers and provide a mechanism for criminal record relief so survivors do not have to bear the weight of criminal records for crimes that were committed because of their human trafficking experiences.



SECTION 8

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SECTION 9

Appendices

Appendices Table of Contents

Appendix 1: Colorado Department of Human Services List of Counties by Size Category	138
Appendix 2: Colorado High Risk Victim Identification Tool	139
Appendix 3: Glossary of Federal and State Terms	142
Appendix 4: Questions for Survivor Leader/Lived Experience Experts on Survivor Engagement	144

Appendix 1: Colorado Department of Human Services | List of Counties by Size Category

List of counties by Size Category		
Small Sized Counties	Medium Sized Counties	Large Sized Counties
Archuleta	Alamosa	Adams
Baca	Broomfield	Arapahoe
Bent	Chaffee	Boulder
Cheyenne	Conejos	Denver
Clear Creek	Delta	El Paso
Costilla	Douglas	Jefferson
Crowley	Eagle	Larimer
Custer	Fremont	Mesa
Dolores	Garfield	Pueblo
Elbert	Huerfano	Weld
Gilpin	La Plata	
Grand	Las Animas	
Gunnison	Logan	
Hinsdale	Moffat	
Jackson	Montezuma	
Kiowa	Montrose	
Kit Carson	Morgan	
Lake	Otero	
Lincoln	Prowers	
Mineral	Rio Grande	
Ouray	Saguache	
Park	Teller	
Phillips		
Pitkin		
Rio Blanco		
Routt		
San Juan		
San Miguel		
Sedgwick		
Summit		
Washington		
Yuma		

Appendix 2: Colorado High Risk Victim Identification Tool

Colorado High Risk Victim Identification Tool

Youth Name: _____ DOB: _____

Screening Date: _____ Completed by: _____

Agency: _____ Case #: _____

Identifiers:	Source: (Indicate self report or documentation)
<input type="checkbox"/> Three or more runs in 12 months	
<input type="checkbox"/> First run at the age of 12 or younger	
<input type="checkbox"/> Longest run more than 20 days	
<input type="checkbox"/> Credible report of commercial sexual exploitation	
<input type="checkbox"/> Found in a motel/hotel or area known for commercial sex. (See local guide for details)	

Enhancers:	Source: (Indicate self report or documentation)
<input type="checkbox"/> Drug charges/substance abuse	
<input type="checkbox"/> Tattoos/Brands-unexplained, reluctance to explain	
<input type="checkbox"/> Truancy and/or not enrolled in school	
<input type="checkbox"/> In relationship/expressed interest in older men/women who may be intimate partner, friend or relative	
<input type="checkbox"/> Possession of expensive items, large amounts of cash, unexpected travel	
<input type="checkbox"/> Giving false info/no ID/lying about age/NOT in control of ID	
<input type="checkbox"/> Homeless, not living with adults, couch surfing, etc.	
<input type="checkbox"/> History of, or current concern about Sexual Abuse, Physical Abuse or Neglect	
<input type="checkbox"/> History of law enforcement contact related to prostitution or other charges that may occur while being trafficked (theft, drugs, assault). May have multiple curfew violations.	
<input type="checkbox"/> Stays with individual(s) who require payment for housing. Payment could be sexual favors, drugs or money.	
<input type="checkbox"/> Family, friends, peers known to be involved in illegal commercial sex and/or criminal activities	

Additional Red Flags:	Source: (Indicate self report or documentation)
<input type="checkbox"/> Sexually explicit social networking profiles/chat room engagement	
<input type="checkbox"/> Demeanor: unable to make eye contact, afraid to speak	
<input type="checkbox"/> Not in control of money earned, owes a debt or has intense sense of financial responsibility toward family or intimate partner.	
<input type="checkbox"/> Using the language of the commercial sex industry (“the life”). Ask local experts for examples	
<input type="checkbox"/> Relationships/found in the presence of older, non-related adults	
<input type="checkbox"/> STIs, pregnancy, abortions	
<input type="checkbox"/> Lack of support system or supportive relationships	
<input type="checkbox"/> Cannot identify address or residence	
<input type="checkbox"/> Gang Involvement	
<input type="checkbox"/> Family dysfunction	
<input type="checkbox"/> Bruises/unexplained marks	
<input type="checkbox"/> Mental health: Fear, anxiety, depression, paranoia, PTSD, suicidal, etc.	
<input type="checkbox"/> Physical: malnourished, poor hygiene, skin rash, exhaustion, etc.	
<input type="checkbox"/> Not in control of eating and/or sleeping	
<input type="checkbox"/> Inconsistent stories-different accounts of relationships, events, etc. to different people or at different times.	
<input type="checkbox"/> Has received threats to self, family or friends if they do not work or participate in criminal activity.	
<input type="checkbox"/> Appears to be monitored-unable to have private meetings, phone conversations, whereabouts are being monitored, fear of not sharing location/who they are with	

If your MDT does not have this expertise, please call the CONEHT Hotline (866-455-5075) for assistance and resources.

Labor Trafficking Indicators	Source: (Indicate self report or documentation)
<input type="checkbox"/> Recruited with false promises of work conditions or pay	
<input type="checkbox"/> Works long hours with few or no breaks	
<input type="checkbox"/> Pay is inconsistent	
<input type="checkbox"/> Some or all pay goes towards debt, housing, food, etc.	
<input type="checkbox"/> Some or all pay is given to someone else	
<input type="checkbox"/> Unexplained signs of injury or illness, possibly untreated	
<input type="checkbox"/> Shows anxiety in maintain job for duty to family, intimate partner or to pay a debt to employer	

<input type="checkbox"/> Desperation to make a sale (magazines, beauty products, etc) or for money while begging	
<input type="checkbox"/> Resides with a number of unrelated co-workers and others	
<input type="checkbox"/> Forced, threatened or coerced to participate in illegal activities including drug sales	

Disclaimer: While this checklist can be a useful tool to improve identification of potential victims of exploitation, it is not a validated diagnostic tool. The checklist is intended to be used to supplement comprehensive screening, assessment and/or intake processes that explore a multitude of domains such as family, peers, school, employment, substance abuse, protective factors, etc. Even if a youth's profile suggests a presence of multiple indicators on the checklist, it does not confirm trafficking/victimization, but highlights a need for further assessment. Information noted on this checklist will be part of a confidential database and only shared by professionals involved in the youth's care.

Appendix 3: Glossary of Federal and State Terms

Sex Trafficking (Federal): The recruitment, harboring, transportation, provision, obtaining, patronizing or soliciting of a person for the purpose of a commercial sex act, in which a commercial sex act is induced by force, fraud, or coercion, or in which the person forced to perform such an act is under the age of 18 years. [Definition from 22 U.S.C. §7102(9)(A)-10]

Commercial Sex Act (Federal): Any sexual act for which anything of value is given to or received by any person. [Definition from 22 U.S.C. § 7102(4)]

Labor Trafficking (Federal): The recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage or slavery [Definition from 22 U.S.C. §7102(9)(B)]

Sex Trafficking of an Adult (Colorado): A person who knowingly sells, recruits, harbors, transports, transfers, isolates, entices, provides, receives, or obtains by any means another person for the purpose of coercing the other person to engage in commercial sexual activity. [Definition from C.R.S. §18-3-504].

Sexual Servitude of a Minor (Colorado): A person who knowingly sells, recruits, harbors, transports, transfers, isolates, entices, provides, receives, obtains by any means, maintains or makes available a minor for the purpose of commercial sexual activity. [Definition from C.R.S. §18-3-504(2)]

Commercial Sexual Activity (Colorado): means sexual activity for which anything of value is given to, promised to, or received by a person. [Definition from C.R.S. § 18-3-502(3)]

Labor Trafficking (Colorado): A person who knowingly sells, recruits, harbors, transports, transfers, isolates, entices, provides, receives, or obtains by any means another person for the purpose of coercing the other person to perform labor or services commits human trafficking for involuntary servitude. [Definition from C.R.S. §18-3-503]

Coercion (Colorado) [Definition from C.R.S. §18-3-502]: is defined as inducing a person to act by:

- The use or threat of the use of force against, abduction of, causing of serious harm to, or physical restraint of the person;
- The use of a plan, pattern, or statement to cause a person to believe failure to perform the act or failure to refrain from performing the act will result in grave consequence;
- Using or threatening to use the law or the legal process in any manner or for any purpose for which the law was not designed;
- Threatening to notify law enforcement of an immigration violation;

- The destruction or taking, or a threat to destroy or take a person's identification documents or other property;
- Controlling or threatening to control access to controlled substances;
- The use of debt bondage;
- Exploitation of physical or mental impairment.

Appendix 4: Questions for Survivor Leader/Lived Experience Experts on Survivor Engagement

- I. **Topic: Survivor Leader/Lived Experience Expert Recruitment**
 - a. What are some of the best methods for alerting interested survivors/lived experience experts regarding opportunities for engagement and leadership?
 - b. Beyond coming here to speak with us today, what are other ways that you envision being involved in efforts to address human trafficking in CO?

- II. **Topic: Survivor Leader/Lived Experience Expert Engagement**
 - a. What does 'meaningful engagement' of survivors/lived experience experts of human trafficking mean to you?
 - b. How might an organization ensure that the survivor leaders/lived experience experts know they are heard and their opinion valued?

- III. **Topic: Organizational Readiness**
 - a. In addition to basic *Introduction to Human Trafficking* courses, are there any suggestions for ways an organization and its staff could be better prepared to work with survivor advisors/leaders/lived experience experts? What do you think professional people who work with people who experience trafficking need to know about working with victims/survivors of trafficking?
 - b. What are some basic resources, tools, etc. that an organization should be prepared to provide in order to support survivor leader/lived experience expert engagement?

- IV. **Topic: Experience with service providers and law enforcement**
 - a. At what moment in the engagement with service providers can we improve survivor/lived experience engagement?
 - b. What can be improved with how law enforcement and the criminal justice system overall interacts with survivors of trafficking?



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